DOCUMENT RESUME

ED 155 298 UD 018 357

TITLE	The Youth-Community Coordination Project. Final Report.
INSTITUTION	American Public Welfare Association, Washington, D.C.
SPONS AGENCY	National Inst. for Juvenile Justice and Delinquency Prevention (Dept. of Justice/LEAA), Washington, D.C.
PUB DATE	May 78
GRANT	77-DF-99-0036
NOTE	115p.; For related documents, see ED 131 159 and ED 139 862; Tables I-X will not reproduce well due to reproduction quality of the original document
EDRS PRICE	MF-$0.83 HC-$6.01 Plus Postage.
DESCRIPTORS	*Community Service Programs; *Delinquency Prevention; Demonstration Projects; Family Life; *Interagency Cooperation; Juvenile Courts; *Needs Assessment; Reports; *Research Projects; Youth Employment; *Youth Programs
IDENTIFIERS	Colorado; Georgia (Savannah); Rhode Island (Providence); South Carolina (Charleston); Washington (Tacoma)

ABSTRACT

In this project conducted from November 1974 until April 1978, each of 5 site communities was assisted in the development of a coordinated planning process which emphasized prevention of juvenile delinquency, interagency cooperation, and identification of needs and problems based on research data. Throughout its operation, the project stressed the need to initiate programs that were philosophically consistent with the National Strategy for Delinquency Prevention and Youth Development. Among the project's goals was the establishment of a data base which supported planning activities. In addition, a Model Youth Service System was developed by project personnel and implemented in the demonstration sites by the community coordinators. Key elements of the system were planning groups and sanctioning groups which established and accomplished specific objectives in the areas of family life, juvenile justice, recreation, education and youth employment. This report provides a historical perspective on the project as well as a description of national staff and coordinator activities throughout the project's operation. (Author/GC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED155298

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

THE YOUTH-COMMUNITY COORDINATION PROJECT

FINAL REPORT

Prepared Under Grant Number 77-DF-99-0036 from the Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, United States Department of Justice.

By

The American Public Welfare Association
Washington, D.C.

May 1978

UD018357

AMERICAN PUBLIC
WELFARE ASSOCIATION

1155 SIXTEENTH STREET, N.W. WASHINGTON, D.C. 20036

Edward T. Weaver,
Executive Director

Suite 201
Telephone: (202) 833-9250

May 23, 1978

Mr. John Rector, Director
Office of Juvenile Justice and
Delinquency Prevention
Law Enforcement Assistance Administration
633 Indiana Avenue, N.W.
Washington, D. C. 20530

Dear Mr. Rector:

We are pleased to transmit to you our final report on the Youth-Community Coordination Project, which was administered by the American Public Welfare Association during the past 40 months in accordance with LEAA Grant Number 77-DF-99-0036. We continue to receive several calls and letters each week requesting information about the project from public and private agency staff members who are considering initiating a similar effort. Therefore, we elected to write a comprehensive final report that can serve as a guide to those individuals.

In the Conclusions chapter of the report, you will find 15 notable project achievements that are consistent with the priorities you have advocated since assuming the leadership of the Office of Juvenile Justice and Delinquency Prevention. We applaud your enthusiastic efforts in behalf of youth and share your concern for removing them from the formal juvenile justice system whenever possible.

Members of our project staff appreciate the support they have received from your office. I would welcome the opportunity to work closely with you in the future as we pursue our mutual interest in bettering the quality of life for young people.

Sincerely,

Edward T. Weaver

Edward T. Weaver

APWA PROJECT STAFF

Project Director — Jerry B. Hissong
Assistant Project Director — Sheila Winett

COMMUNITY COORDINATORS

Charleston, South Carolina

Tony Dukes
Trident United Way
1069 King Street
Post Office Box 2696
Charleston, South Carolina 29403

Jefferson County, Colorado

Richard Beye
Jefferson County Department
of Social Services
8550 West Fourteenth Avenue
Lakewood, Colorado 80215

Savannah, Georgia

Julius Hornstein
Psychological and Counseling
Group of Savannah
Suite A, Opus 1 Building
601 East Sixty-Sixth Street
Savannah, Georgia 31405

Tacoma, Washington

George Dignan
Comprehensive Employment Services
705 South Ninth Street
Room 301
Tacoma, Washington 98402

ABSTRACT

The Youth-Community Coordination Project was a demonstration effort conducted by the American Public Welfare Association with funding from the Law Enforcement Assistance Administration (LEAA) from November 1974 until April 1978. The project assisted each of its five site communities in the development of a coordinated planning process which emphasized prevention rather than rehabilitation, agency cooperation rather than competition, and identification of needs and problems based on research data rather than conjecture.

Throughout its operations, the project stressed the need to initiate programs that were philosophically consistent with the National Strategy for Delinquency Prevention and Youth Development. Operationalization of the priorities of LEAA's Office of Juvenile Justice and Delinquency Prevention was a key concern of the project. While the project offered no new funds to the local sites, there was a strong emphasis on better distribution and utilization of existing resources for youth.

Among the project's goals was the establishment of a data base which supported planning activities. These data were derived from six research and feedback instruments administered by the coordinators in their respective sites. Each instrument provided unique information that was relevant to assessing the position of communities with respect to their youth service delivery systems, the needs of youth, and their capacities to meet those needs.

A Model Youth Service System was developed by project personnel and implemented in the demonstration sites by the community coordinators. Key elements of the system were planning groups and sanctioning groups which established and accomplished specific objectives in the areas of family life, juvenile justice, recreation, education, and youth employment. This proved to be no small task, as many unexpected barriers had to be overcome. Ultimate success depended on the coordinators and their ability to form citizen-agency coalitions that focused on research, planning, and advocacy. The attributes of an effective community coordinator and necessary activities to assist him or her are furnished in this report. The importance of local sponsorship is also emphasized.

This report provides a historical perspective of the project as well as a description of national staff and coordinator activities throughout the 40 months of project operation. It is written not only to fulfill a requirement of the Office of Juvenile Justice and Delinquency Prevention, but also to serve as a guide to the many communities which are considering initiating a similar effort.

TABLE OF CONTENTS

I. INTRODUCTION. 1

II. PROJECT OVERVIEW. 2

A. Historical Perspective. 2
B. Goals and Objectives. 4
C. Methodology 5

III. NATIONAL STAFF ROLE AND ACTIVITIES. 12

A. First Year Activities 12
B. Second Year Activities. 13
C. Third Year Activities 16

IV. LOCAL SITE ACTIVITIES 19

A. Summary of First Year Activities. 19
B. Summary of Second Year Activities 20
C. Third Year Activities and Accomplishments 27

V. LESSONS LEARNED 48

A. The Community Coordinator 48
B. Sponsorship and Authority 55
C. Conducting Research 61

VI. CONCLUSIONS AND IMPLICATIONS FOR OTHER COMMUNITIES 64

Appendix A - ORGANIZATIONS REPRESENTED ON THE NATIONAL ADVISORY COMMITTEE

Appendix B - SUMMARY OF RESEARCH FINDINGS

Appendix C - COMPONENTS OF A MODEL YOUTH SERVICE SYSTEM

LIST OF TABLES

Table I	Ranking of Youth Needs by Site	B-3
Table II	Seriousness of Youth Needs as Perceived by Youth	B-5
Table III	Youth Evaluation of Community Services in Charleston	B-9
Table IV	Youth Evaluation of Community Services in Jefferson County	B-10
Table V	Youth Evaluation of Community Services in Savannah	B-11
Table VI	Youth Evaluation of Community Services in Tacoma	B-12
Table VII	Agency Respondents Indicating Unfulfilled Needs for Direct Services	B-17
Table VIII	Limitations Restricting Client Services by Site	B-18
Table IX	Comparative Family Structure Data by Site	B-28
Table X	Comparison of Youth Attitude/Perception Scale Scores of CETA Program Youth and YNA Respondents in Jeffco	B-33

I. INTRODUCTION

The Youth-Community Coordination Project (Y-CCP) operated from November 1974 until March 1978 under the auspices of the American Public Welfare Association with funding from the Law Enforcement Assistance Administration. Initially, it was developed in response to several concerns:

- Growing national uneasiness about the increasing rate of juvenile delinquency;
- A specific concern within the American Public Welfare Association (APWA) about the leadership role of public welfare agencies in coping with this problem; and,
- Organizational and conceptual shifts which were emerging at the Federal government level.

The basic premise of the project was that programs for youth that are developed by a coordinated and integrated planning body in response to identified needs will provide better services to the community. To demonstrate the viability of that premise, the project used a sequential design and employed a full-time community coordinator in each of the five original sites* to implement the methodology locally. Members of the national staff provided technical assistance and supervision in support of on-site project activities.

The three objectives of this final project report are:

- To describe the project's activities and accomplishments;
- To assess the extent to which the project's activities over the past 40 months have facilitated achievement of the project objectives and goals; and,
- To provide a guide to others who may wish to initiate similar efforts in their communities.

---

* The five original sites were Charleston, South Carolina; Jefferson County, Colorado; Providence, Rhode Island; Savannah, Georgia; and Tacoma, Washington. Since December 31, 1976, Providence, Rhode Island has not been a project site.

II. PROJECT OVERVIEW

A. HISTORICAL PERSPECTIVE

In the early 1970's, as reports of rising juvenile crime rates were publicized by the news media, community institutions such as courts, law enforcement agencies, and social welfare agencies were forced to allocate increasingly greater proportions of their resources to programs designed to rehabilitate children and youth apprehended for delinquency and status offenses. Despite the fact that very large sums of federal, state, and local money were expended during these years, there were steady increases in juvenile delinquency rates throughout the country. Frustrated by the inability of existing programs to stem the growth of juvenile delinquency, the Office of Youth Development (OYD), then responsible for juvenile justice programs at the Department of Health, Education, and Welfare (DHEW), began to reconceptualize the problem and search for a new approach to its solution.

As OYD was exploring new ideas, other related events were occurring. In 1971, program support for the treatment of adjudicated youth was removed from DHEW and made the responsibility of the Law Enforcement Assistance Administration (LEAA), Department of Justice; however, DHEW retained responsibility for prevention and diversion programs. In September 1974, Congress passed the Juvenile Justice and Delinquency Prevention Act that created the Office of Justice and Delinquency Prevention (OJJDP) within LEAA, and prevention programming was transferred to that newly formed office.

In still another important area, concern about juvenile delinquency was growing among state and local public welfare agency administrators. In 1971 APWA received joint funding from the Youth Development and Delinquency Prevention Administration and Community Services Administration (both within DHEW) for the Public Welfare Youth Services Development Project. Research conducted in connection with that project confirmed that many public welfare agencies already were heavily involved in providing juvenile justice services. Further, those services were often identical or similar to those within the juvenile justice system. Surveys identified specific responsibilities carried by state and local welfare departments for services to youth in conflict with the law and their families and revealed gaps between responsibilities and resources. The data supported the contention that public welfare agencies were logical focal points for preventive

activities, as many had responsibility for service provision to status offenders and nonadjudicated youth.

In a series of regional seminars sponsored by the Public Welfare Youth Services Development Project, agency administrators articulated the following concerns:

- The need for coordination among all agencies which provide services to youth;
- The need to involve the public welfare sector as a primary facilitator in coordination efforts among human service agencies;
- The need for technical assistance from a source such as APWA which has a special interest in public welfare; and,
- The need for public welfare agencies to establish new relationships with LEAA and state law enforcement planning agencies.

In writing the grant proposal for the Y-CCP, representatives from the American Public Welfare Association built on these events and concerns. The project adopted the National Strategy for Youth Development and Delinquency Prevention which had been developed by OYD four years earlier. The Strategy had two basic components--one methodological, the other philosophical. The methodological component, known as capacity building, stressed the role of federal agencies and federally-funded projects in helping local governments and agencies to plan and manage preventive youth programs which reflected local conditions and needs. The philosophical component was based on a youth development approach which examined the effects of primary social institutions on youth (i.e., family, education, employment, justice, welfare).

The underlying premises of that philosophy were that:

- In order for youth to grow up with a commitment to socially acceptable behavior standards, community institutions must permit them to experience rewarding and legitimate social roles;
- Some youth are denied access to legitimate social roles due to premature or otherwise inappropriate negative labeling by the community's primary social institutions; and,

- Youth who are "tagged" with inappropriate negative labels which limit their access to desirable social roles lose their commitment to behave in socially acceptable ways--become alienated from society--and find substitute, anti-social behavior patterns (e.g., commit status offenses or delinquent acts).

The proposed Y-CCP also adopted the announced national priorities of the Office of Juvenile Justice and Delinquency Prevention. These priorities would be stressed in setting project goals in local communities:

- Deinstitutionalization of status offenders;
- Diversion of youth from the formal juvenile justice system;
- Reduction of serious juvenile crime; and,
- Prevention of juvenile delinquency.

In summary, the Youth-Community Coordination Project was shaped by its historical context. It drew from that history and wove the emergent events and concerns of its time into a cohesive demonstration project. The most important threads were the need for cooperation between public welfare and juvenile justice systems at the state and local levels, the philosophy espoused by the National Strategy for Youth Development and Delinquency Prevention, and the national priorities of the Office of Juvenile Justice and Delinquency Prevention.

As subsequent sections of this report will describe, the organization, methods, goals, and achievements of the project have been tied closely to these conceptual threads.

B. GOALS AND OBJECTIVES

1. Goals

The Youth-Community Coordination Project has emphasized prevention rather than individual remediation. Its goal in each site community has been to establish a coordinated, data-based, planning process which involves youth-related agencies as well as citizens. Development of this process was meant to serve as a vehicle for building a Model Youth Service System that was responsive to the identified needs of youth and included programs that were consistent with the values of the National

Strategy. The maximum utilization of existing resources and development of programs that address the national priorities of the Office of Juvenile Justice and Delinquency Prevention have been primary concerns.

2. Objectives

The project's objectives have been designed to demonstrate the efficacy of prevention through a community development approach.

- To develop community structures which bring together representatives of youth-related service agencies and institutions for the purpose of improving interagency communication, defining areas of shared concern and responsibility, and encouraging coordinated planning of programs for youth;

- To develop a community data base which supports planning and programming decisions that maximize coordination and youth service system development;

- To promote knowledge and acceptance of a coordinated data-based approach to planning which minimizes competition for resources and maximizes goal sharing and joint program development;

- To create effective models for establishing the credibility of the project's philosophy and goals so that these can be transferred to other community settings.

C. METHODOLOGY

1. Staffing

The Y-CCP has employed a national staff--project director, assistant project director, technical analyst (position vacant for the past nine months), and secretary--all stationed in the offices of the American Public Welfare Association in Washington, D.C. The responsibilities of the national staff have included administrative and fiscal supervision of the project, intersite coordination, negotiations with sponsors, training of site coordinators, provision of technical assistance, and dissemination of

the project's results. In addition there has been a national advisory committee which included representatives of organizations that share the concerns expressed by the Y-CCP and link it to related activities throughout the country (see appendix A).

While the national staff has tried to provide direction and motivation, the real key to project success has rested with the community coordinators (one per site) who have been employed by the project. They have been responsible for working toward achievement of project goals and objectives in each community. Selection of the community coordinators has been the joint responsibility of the project director and the directors of the subcontracting agencies which sponsored the Y-CCP in the local sites. While the coordinators have received technical supervision from the project director, operational supervision has been provided by local subcontractors.

The following is a listing of the agencies which support the Y-CCP at each site:

Charleston, South Carolina	- Trident United Way
Jefferson County, Colorado	- Board of County Commissioners
Savannah, Georgia	- Chatham County Board of Health dba Comprehensive Mental Health Center
Tacoma, Washington	- Washington State Department of Social and Health Services and the City of Tacoma.

2. Research

In developing a data base to support community planning and programming, the project used six community feedback instruments which had been developed previously by the Behavioral Research Institute (BRI) in Boulder, Colorado. To support data collection and analysis efforts, technical assistance agreements were maintained with BRI and the Center for Action Research, Inc., also in Boulder.

Each instrument is designed to provide unique information that can be used to assess the position of a community

with respect to its youth service delivery system, the needs of its youth, and its capacities to meet those needs (see appendix B).

The following is a brief description of each instrument:

a) Youth Needs Assessment

Allows youth in the community to spell out their own needs, attitudes, and problems. Also provides data concerning their perceived opportunities for education, recreation, and occupational achievement.

b) Community Resources Questionnaire

Provides an inventory of the quantity and types of services available to youth and the geographic areas served; lists the characteristics of service users; gives agency personnel an opportunity to respond to the list of youth needs contained in the Youth Needs Assessment.

c) Flow Analysis

Helps depict the course of official processing followed by youth in a community's legal system--from apprehension through adjudication--and measures the degree to which youth are diverted from the juvenile justice system.

d) Systems Description Survey

Addresses the complex interrelationships that exist among agencies and seeks to define these as they influence each agency's approach to youth development and juvenile delinquency prevention. Assesses each agency's perception of the youth service system's effectiveness. The character of exchanges among agencies, the degree of interdependence among agencies, and the attitudes of the agency personnel toward other agencies are described by the data.

e) Social Area Analysis

Taps existing socioeconomic census data to provide a description of natural sub-areas within a community where people share common personal, social, and economic characteristics.

f) Impact Evaluation

Assesses selected community programs with respect to their success or failure in influencing the attitudes of participating youth as they relate to National Strategy concepts. (Did participants change their attitudes about their access to desirable social roles? Did the participants' level of self-reported delinquency decrease?)*

3. Community Planning Structures

An important component of the Y-CCP's methodology was the establishment of two prototype structures in each site community--an Executive Youth Council and a Technical Liaison Team. These structures were designed to serve separate but interrelated functions. Together, they formed the foundation for the Y-CCP's concept of a Model Youth Service System (see appendix C).

The Executive Youth Council was to include elected community officials, key administrators, influential citizens, union/labor leaders, service organization leaders, leaders of major religious organizations, and news media representatives. These individuals were seen as having the power to bring about positive changes in community institutions consistent with the project's goals and objectives.

The Model Youth Service System assigned the following responsibilities to the Executive Youth Council:

. Give sanction to the youth service system;

. Advise the community coordinator;

. Review recommendations from the planning group (Technical Liaison Team);

. Assure that recommendations are implemented;

---

* A complete description of the research strategy can be found in Research Handbook for Community Planning and Feedback Instruments (Revised), Vol. I (Boulder, Colorado: Behavioral Research and Evaluation Corporation, April 1976)

- Publish a community master plan for youth;
- Work toward the enactment of appropriate legislation; and,
- Ensure than the youth service system is permanently staffed and funded.

While the Y-CCP conceptualized the Executive Youth Council as the group with the power to bring about community change, it saw the Technical Liaison Team as the working planning group capable of making recommendations for change to the council. As envisioned by the project's Model Youth Service System, the Technical Liaison Team is a partnership of public and private agency representatives and interested and informed citizens. In addition to coordinating planning, the Technical Liaison Team in each community was to perform the following functions:

- Support research efforts;
- Establish local planning goals and objectives;
- Develop proposals for change based on data provided by the community feedback research;
- Serve as youth advocates;
- Organize task forces to address functionally distinct areas of concern; and,
- Recommend a master youth plan to the Executive Youth Council.

4. Community Coordinators

The responsibility for organizing the Executive Youth Council and the Technical Liaison Team and facilitating their efforts belonged to the community coordinators with support from their sponsors. The community coordinator has been visualized as a full-time community organizer who, ideally, has a basic knowledge of social work, community planning, public administration, and research. Whether or not the Model Youth Service System has been organized and is functioning has depended largely on his/her efforts.

During the course of three years the community coordinators have been "growing into" their roles. At times, the focus of their role has not always been clear; at other times, while the coordinators' role seemed apparent, its conceptualization was far different from the description offered above. During the Y-CCP's first two years of operation, the coordinators concentrated primarily on accomplishing research objectives, developing planning structures, and developing specific community programs to help legitimize their existence. The past year has provided a period of stabilization, and additional functions for some coordinators have included:

- Act as liaison between the Technical Liaison Team and the Executive Youth Council;
- Assure that the Technical Liaison Team and its task forces meet regularly;
- Train the Technical Liaison Team to coordinate its own activities;
- Assure that each Technical Liaison Team task force has a viable leader;
- Disseminate information and findings to agencies and news media; and,
- Recommend a format for the master youth plan.

Figure 1 shows a pictorial representation of the relationships which exist among the components of a Model Youth Service System.

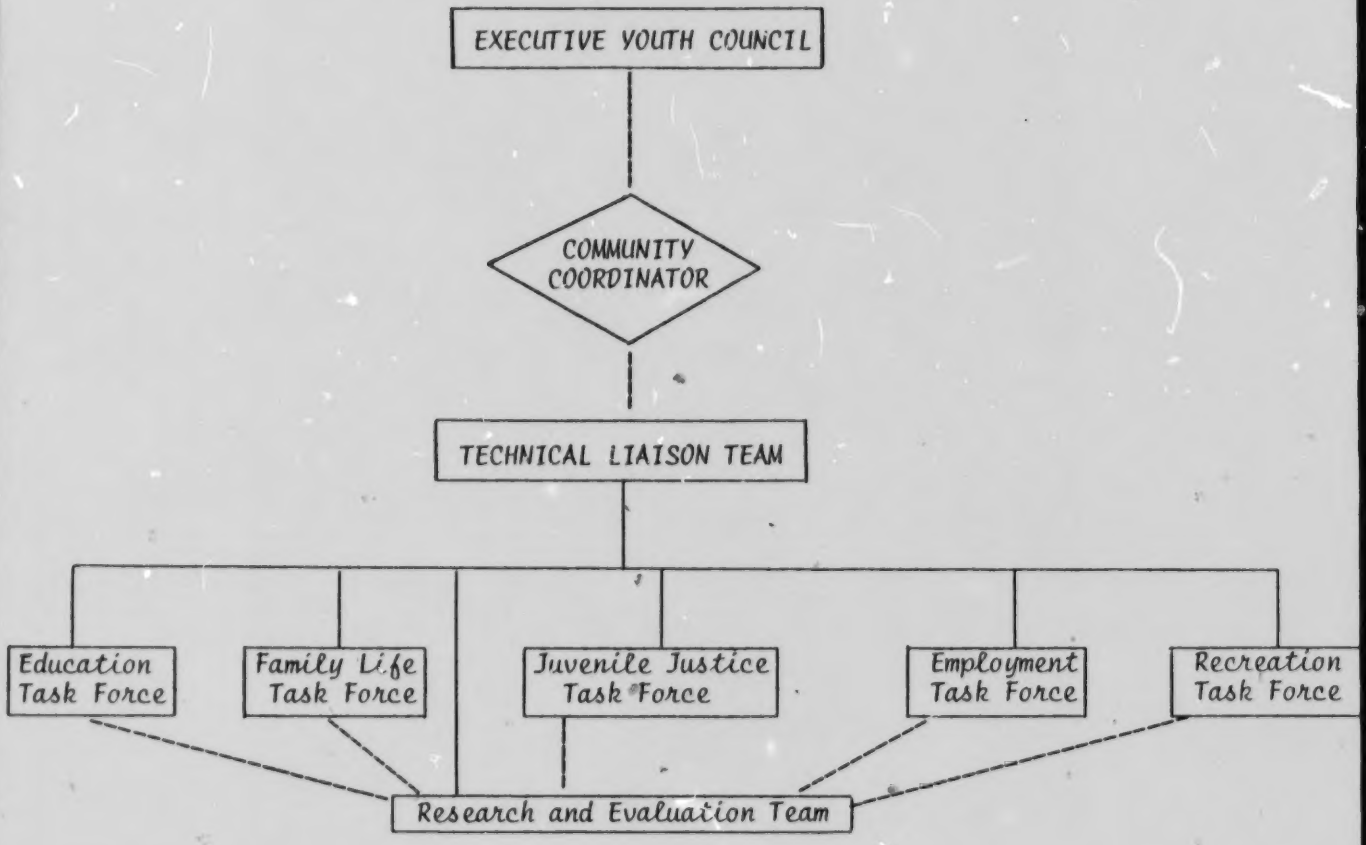


Fig. 1 Model Youth Service System

-Indicates coordination rather than supervision.

III. NATIONAL STAFF ROLE AND ACTIVITIES

The role of the national staff as supporters of activities taking place in the local communities has changed during the 40 months that the Y-CCP has operated. In part, this changing role can be attributed to changes in the people who have had job responsibilities in the national office. Refinement of the project's objectives and methodology throughout the demonstration period and the concommitant changes which occurred with respect to the role of the community coordinators also contributed to these changes. This chapter describes the various roles of the national staff and chronicles the role changes that have come about during that time.

A. FIRST YEAR ACTIVITIES: November 1974-December 1975

Prior to the project's actual beginning, APWA had the task of selecting the site communities. Consistent with a conceptual framework that stressed the need to involve public welfare agencies as primary facilitators in the provision of services to youth, the first project director used APWA's National Council of State Public Welfare Administrators to begin the selection process. Members of the council, and other state welfare administrators who were active within APWA, were sent information about the proposed project and were asked to recommend communities which might support the ideas that it represented. Those administrators also acted as facilitators in the selection process by their contacts with local agency administrators. The five original sites were selected from among those communities that had expressed interest and a willingness to support the project with their administrative and fiscal resources. In making specific selections from the pool of available communities, two important considerations were geographic diversity and population. It was felt that communities with a population of approximately 200,000 people would be appropriate demonstration sites.

The foremost objectives for the first year were to train the community coordinators and administer and analyze the six community research instruments. To accomplish those objectives, the national staff relied heavily on the expertise which was available from staff at the Behavioral Research Institute (BRI) and the Center for Action Research (CAR). The community coordinators participated in a week-long training session sponsored by these two organizations prior to initiating their research efforts. As well, staff of BRI and CAR participated in many of the intersite meetings held during the project's first year and took an active technical assistance role during that period.

The project's first assistant project director and technical analyst, both of whom had substantial prior research and evaluation experience, maintained primary responsibility for assisting the community coordinators with the day-to-day activities associated with accomplishment of research objectives. In addition to their role as technical assistance providers with respect to research, the national staff attempted to preserve the morale of the coordinators as multiple problems were encountered in the local communities which interfered with progress (see chapter IV, A). At times this required that the national staff "step in" to foster better relationships with local sponsoring agencies and others in the community. More often it involved listening to the concerns of the coordinators and helping them to refocus their energies on problem resolution rather than problem identification.

B. SECOND YEAR ACTIVITIES: January-December 1976

There were changes in national staff leadership in the beginning months of the second project year. A new director was recruited in February 1976, and before he assumed his duties, the assistant project director resigned. That position remained vacant until August 1976. A new technical analyst had been employed just prior to the start of the second project year. Some of those changes came about as the result of normal attrition, and some were prompted by the project's inability to resolve some persistent problems which had developed during the first year.

The new national staff began its work by concentrating on negotiations with LEAA to ensure funding for the second year of the project. Toward the end of the first year, serious questions had arisen in LEAA as to whether or not the project should be refunded. Those were finally resolved six months later, and the project was refunded in June 1976.

Because the refunding issue remained in limbo for several months into the second project year, staff morale faltered, particularly among the community coordinators. A great deal of energy, which might have been directed toward the achievement of project objectives, was consumed by concerns about whether or not the project would even continue. The assistant project director position could not be filled until funding was assured. There was also a fear that the coordinators would seek other employment.

Close communication between national staff and the community coordinators during that period of uncertainty helped to ease

the coordinators' anxiety and center their attention on accomplishing project objectives. Words of assurance from the LEAA project monitor and the national advisory committee were also helpful. Letters of support for the project were received from many sources, and those were sent to LEAA officials and members of President Ford's staff.

In addition to coping with the immediate stresses surrounding funding, the new project leadership had to focus on several related concerns:

- Developing strategies that would lead to a resolution of the first year problems that had precipitated a no-confidence attitude among one or two key LEAA administrators;

- Establishing a bond of trust and confidence among community coordinators who had grown accustomed to the first project director's style of leadership;

- Redirecting the efforts of community coordinators toward coordination and planning rather than research.

To deal with those issues, the new project director had to assume an activist stance and maintain high visibility in the local site communities. He initially spent a great deal of time providing on-site technical assistance and consulting with the technical experts at the Behavioral Research Institute and the Center for Action Research. In addition to the obvious uncertainties related to the refunding issue, the project director had to grapple with an even more sensitive problem--Charleston and Providence were not showing much progress compared to the other three sites.

Just prior to the second project year, there had been a decision by the first project director to replace the community coordinator and change sponsors in Charleston, South Carolina; the project was shifted from the County Department of Social Services to the State Department of Youth Services. That might have been a prudent move had a full-time coordinator been appointed. However, there had been an agreement to allow the regional program manager for youth services to assume Y-CCP duties in addition to a multitude of other tasks assigned to him. The new project director refused to sign that agreement because the dual role would have been impossible to fulfill considering the amount and the kind of work a community coordinator must accomplish.

After numerous telephone calls and a trip to Charleston by the project director, the Department of Youth Services still refused to provide a full-time staff member to the project. A compromise agreement was finally reached to shift the project back to the County Department of Social Services. William Knowles, director of that department, showed tremendous concern and good faith by reassuming full responsibility for project sponsorship. He provided a capable staff member as the new community coordinator, partial funding for his position, clerical support, and office space. Mr. Knowles made it clear, however, that he felt the coordinator should eventually function out of an agency that had greater responsibility than his department had for youth planning. Despite a very shaky beginning, the project eventually gained strength in Charleston, and the new coordinator remained with the Department of Social Services from April to November 1976 when the Trident United Way agreed to assume project sponsorship.

The problems in Providence, Rhode Island were of a different nature. Toward the close of 1976, after national staff consulted with LEAA officials and others, Providence was discontinued as a site community. The reasons for that decision are spelled out in chapter IV, B of this report.

Meanwhile, the project was progressing satisfactorily in Jefferson County, Colorado; Savannah, Georgia; and Tacoma, Washington. A new assistant project director with a background in community development and planning was employed in August 1976. Monthly reports helped establish an accountability structure in all the communities. Intersite meetings were restructured to train community coordinators to meet planning and coordination objectives. Social planning and community organization consultants were used to supplement staff members' knowledge.

A key role of the national staff during the second year was as negotiators with local agencies for institutionalization of the project. In Charleston that was particularly important when it became necessary to find a qualified, full-time coordinator and to transfer the project from one agency to another twice within the same year. In Tacoma, the project director met with city and state officials to strengthen their support for the project. In Savannah, he conferred with the administrator and business manager of the community mental health agency to design a strategy for increased local funding for the Y-CCP. In Jefferson County, Colorado, complete funding for the coordinator's position had already been assured by the Department of Social Services, and the county commissioners were supportive of the project.

An additional role for national staff during the second year was to formally develop a Model Youth Service System and provide community coordinators with a strategy for implementing that system. National staff realized that it was often difficult for coordinators to visualize the importance of a community development effort while they were busy with the day-to-day activities needed to assist various agencies with coordination and programmatic efforts. Also, there had been a great deal of resistance from coordinators concerning the establishment of planning groups. The national staff had applied subtle, though continuous, pressure on coordinators to involve more people representing a broad range of interests in the planning process, but they had not previously provided a written model which coordinators could use as a guide to accomplishing that objective.

There were two meetings of the national advisory committee during the second year. The May 1976 meeting was the first opportunity the committee had to actually meet the community coordinators and discuss the project directly with them. As that meeting coincided with negotiations that were then underway to assure continued project funding, it helped the coordinators to understand the real influence an advisory group could have. The December 1976 meeting with the committee provided the national staff with an opportunity to share a draft of its Model Youth Service System and obtain valuable input to refine it.

C. THIRD YEAR ACTIVITIES: January-December 1977

As the community coordinators became more comfortable with the planning and community organization components of the project's methodology, the national staff assumed a lower profile during the final year. Among the third year national staff goals, the primary ones were:

- To facilitate the coordinators' ability to independently negotiate for institutionalization of the project.
- To provide a flexible framework and funding which the community coordinators could use to provide training to local community participants.
- To provide the coordinators with the tools (e.g., access to sources of information), which national staff had used to support them.
- To disseminate information about the project which would aid the coordinators in their efforts to muster support within their communities.

In order to accomplish those goals, it was necessary to increase the coordinators' capacities for independence, self-confidence, and self-sufficiency--that is, promote less reliance on the national office. As national staff members consciously lowered their visibility in the local sites, coordinators were provided with needed tools and techniques for dealing directly with local agencies and power brokers. Most of the responsibility for planning and organizing quarterly intersite meetings was shifted to the community coordinators. In developing the third year budget, training funds were included for each site to allow coordinators to provide training for their planning group. The technical analyst, who had provided coordinators with a wide range of resource information and materials, resigned in July 1977. Before his departure, he furnished coordinators with addresses and telephone numbers of many agencies where materials could be obtained. The position of technical analyst was left unfilled for the remainder of the project, and the coordinators were left to their own initiative in obtaining supportive materials.

Those general strategies were deliberately planned to prepare the coordinators to function independently after project termination when the national staff would no longer be available to assist them. Pressing them to be more independent was not always easy, as each coordinator was at a different developmental point with respect to meeting project objectives. Also, it sometimes proved difficult to convey the national staff's desire for coordinator independence while also conveying a caring, supportive attitude which generally said, "We are available to help whenever you need us." In some cases coordinators equated less visible national staff activity with a lack of concern.

As more communities became aware of the Y-CCP during the closing months of the second year and throughout the third year, dissemination of specific information about the project's methodology, goals, and results became a major objective. The following steps were taken:

- The second annual report was distributed to approximately 740 individuals and agencies.

- The project director and assistant project director co-authored an article about the project which was published in the Summer 1977 issue of Public Welfare. Two hundred (200) reprints of the article were distributed.

- The national staff developed a project brochure to explain the project's purposes and methodology in

easy-to-understand terms. Over 2,000 copies of that brochure were provided by national staff and community coordinators to schools of social work, agencies, organizations, and individuals.

- The project director presented youth-community development workshops at three APWA regional conferences. At one of those conferences, two community coordinators also participated. All four coordinators participated in local community forums.

The "ripple effect" of those efforts is still being felt as the national staff continues to receive many requests for information and assistance from community agencies and individuals that may be initiating programs similar to the Y-CCP. As a result of the above efforts, more intensive assistance has been provided to several communities by national staff:

- Discussions were held with the director of youth services, town of North Hempstead, New York, who is considering using a planning and research model similar to the Y-CCP to comply with state-mandated planning requirements.

- Staff members of the city of Alexandria, Virginia who were initiating a youth needs assessment received assistance.

- Representatives from Cleveland, Ohio who were interested in the feasibility of using the Y-CCP planning model in that city met with national staff.

- The coordinator of youth services from Omaha, Nebraska calls project staff members on a regular basis as she proceeds with a community development effort.

- Writers from an NIMH-funded newsletter for community mental health professionals plan to visit the Tacoma site and write an article about the project.

- The Department of Health, Education, and Welfare has arranged to have exchange professionals from the African country of Kenya visit two Y-CCP sites to learn about the project.

The unexpectedly large response to Y-CCP publications indicates that there is a widespread interest in the project's strategies and philosophy. As subsequent chapters of this report will indicate, the feasibility of the Y-CCP approach has been demonstrated.

IV. LOCAL SITE ACTIVITIES

A. SUMMARY OF FIRST YEAR ACTIVITIES

The Y-CCP's foremost objectives for its first year--to train the community coordinators and to administer and analyze the six community research instruments--were designed to provide four products:

- A knowledgeable individual located in each site who would espouse the Y-CCP philosophy and work full-time to implement it.
- Research results which could be used to enhance the credibility of the Y-CCP and kindle community interest in youth needs and service coordination.
- A data base that each community would need to undertake comprehensive planning for youth.
- A coordination structure which would be used to mobilize community support for the project's intent and methodology.

Unanticipated problems emerged which impeded progress during the first year. Goals and objectives proved to be overly optimistic--even partially unattainable--and the community coordinators needed more training than could be accomplished in the time allowed. Therefore, they had some problems in establishing their credibility and generating the community support required to conduct sound research. They encountered many unforeseen barriers to developing cooperation among agencies because of local and state agency staff attrition, the reorganization of agencies, and agency "fears" about loss of power. The task of conducting research proved to be very arduous and complicated, and that took time away from organizational development. Finally, the capacities of some coordinators proved to be imcompatible with the objectives that had to be accomplished.

To cope with the lack of community cooperation, a number of local strategies were devised to gain the support needed to complete the research. Those were only partially successful. Some research was done under less than optimal conditions, and in some cases, the results were inadequate; in other instances the research could not be done at all. In an attempt to deal with staff problems which surfaced during that period, a new community coordinator was appointed in Providence. As

was mentioned previously, an effort was made in Charleston to change not only the coordinator, but also the sponsor.

Despite problems, progress was made. Research accomplishments in three sites provided a data base for planning. In those communities, the research results excited individual and agency interest in the project. New priorities were set that proved successful during the second year. In addition, relationships with local subcontracting agencies were established which would become the basis for institutionalizing the project durings its final year. The rudiments of a Technical Liaison Team were organized in each site community.

B. SUMMARY OF SECOND YEAR ACTIVITIES

The following summary of second year activities and accomplishments is meant to provide a capsule view of the progress that was made toward development of the two prototype community development structures--the Executive Youth Council and the Technical Liaison Team. It is meant to serve as background for examining third year activities and the lessons that were learned throughout the project's 40 months of operation (see chapter V).

1. Charleston, South Carolina -- Tony Dukes, Community Coordinator

Implementation of Y-CCP objectives in Charleston was significantly influenced by events which caused the national staff to make personnel changes and shift the project's priorities during its second year. As was stated earlier, there were several shifts in local sponsorship in Charleston, and the present coordinator was not appointed until April 1976. Prior to that time, little had been accomplished in Charleston in the way of project goals and objectives.

In coping with the problems, the actions of the national staff, with cooperation from local sponsors, were based on a sound reassessment of the project's priorities and needs. That re-examination took into consideration first year project experiences along with future expectations. The experiences of the other four sites were also considered. As a result, the community coordinator, although starting last, was able to make gains during his first year at a more rapid pace than was possible at other sites.

Mr. Dukes exerted considerable energy in recapturing the momentum which was lost during the previous period of change and uncertainty; he made significant progress toward accomplishing key objectives. Learning from the early experiences of the coordinators at other project sites, rather than devoting full time to research, he concentrated on developing credibility among community agencies and institutions. To do this, he made effective use of his public relations skills in meeting with groups and in responding to the local news media. He appeared on an educational television program to discuss the project and was interviewed by a local television reporter. He gained exposure through organizational newsletters published by United Way and the local chapter of the National Council of Jewish Women. An article about the project appeared in a Charleston newspaper as part of a series on youth.

In other sites, coordinators had spent many long hours personally conducting research. Mr. Dukes made effective use of volunteers to help complete a Community Resources Questionnaire and Systems Description. The Charleston chapters of the National Council of Jewish Women and the Junior League provided volunteers to conduct the interviews required by that research.

With respect to the Youth Needs Assessment (YNA), the coordinator attempted to use the experiences of the other project sites and made a concerted effort to establish good relationships with school administrators in order to gain their cooperation. That strategy did not yield the initial results expected; the school board ultimately rejected the proposal to administer the YNA during school hours. However, some individuals in key positions began exploring alternative ways to gain access to the schools in order to administer the YNA. That process provided an opportunity for many influential people to learn about the research and its potential value for planning. Through those efforts and the coordinator's own perseverance, the YNA was eventually completed during the last year of the project.

Mr. Dukes quickly gained some recognition for his expertise in youth development programming. He served on an interagency committee of professionals which was formed to assess the community's approach to treatment programs for troubled youth. Also, a committee formed by the Charleston Department of Leisure Services requested research assistance from the coordinator to design a recreation program for residents in public housing. He was asked to serve on the Work-Education Council formed by the College of Charleston

to address the needs of youth making the transition from school to work and on the Trident 2000 Law Enforcement Task Force, which focused on juvenile delinquency prevention issues. While he did not have a vast amount of data to share, his position had gained a measure of legitimacy as a focal point for information and expertise in the youth development area.

Although the process moved slowly in Charleston, there was some evidence that the final products would be as meaningful as in the other site communities. More importantly, the progress made during the second year (essentially that site's first year) indicates the value of profiting from the successes and shortcomings of similar efforts in other communities.

2. Jefferson County, Colorado --
Richard Beye, Community Coordinator

Jefferson County (Jeffco) is largely rural and covers more than 700 square miles, which presented special problems for developing a workable planning group. The county's role as a "bedroom community" to Denver, which lies immediately to its east, meant that there were few services, civic groups, or service organizations that devoted full attention and resources to Jeffco. In addition, there were few highly visible "problems" that could be used as rallying points for community organization amid a largely white, middle-to-upper class, suburban area. Those factors, coupled with the fact that the project enjoyed complete support from the county's board of commissioners from the start, influenced the coordinator's community development efforts and style.

Mr. Beye never organized a formal Technical Liaison Team as envisioned in the Model Youth Service System. Instead, he developed a cadre of technical allies--individuals from throughout the community who had strong professional ties with him on a one-to-one basis and who could be called upon to meet on an ad hoc basis to deal with specific issues. That method of organizing seemed to fit the personality of the coordinator and brought about positive results for the project and the community.

- The coordinator worked with the Comprehensive Employment and Training Act (CETA) director to develop a successful grant application which brought in $140,505 from the U.S. Department of Labor to operate a summer employment program. The program drew upon the resources of the schools, juvenile justice system, and CETA to provide jobs for youth.

- The police departments in several municipalities and the county were brought together to solve a problem concerning the detention of juveniles. Those meetings led to development of defined admission criteria for the county's detention center, and as a result, inappropriate referrals were significantly reduced.

- The coordinator and several of his technical allies were asked to assist in preparing the LEAA State Plan. In addition, the coordinator was appointed to the juvenile justice committee of the Denver Council of Governments to help develop a multi-county plan for youth.

- Using Y-CCP data, the Jefferson County Human Resources Council, with assistance from the coordinator, helped create a group home for ten youth in need of supervision.

- Spurred by the continuing need for data on which to base numerous resource allocation and programming decisions, the county began advocating for completion of an updated Youth Needs Assessment. County representatives participated in meetings with school officials who had previously been reluctant to provide class time to administer the instrument. With strong support from county officials, the YNA will be upgraded in early 1978.

As already stated, Jefferson County did not enjoy the presence of a highly developed Technical Liaison Team. However, the community coordinator made substantial use of the research results and employed a personalized brokerage approach to agency administrators, elected officials, and significant others to accomplish second year project objectives.

3. Savannah, Georgia --
Julius "Boo" Hornstein, Community Coordinator

The community coordinator in Savannah had devoted a great deal of time during the first year to community education, "climate setting," and research. He capitalized on his professional knowledge, personal strengths, thorough lifelong familiarity with the community, and past experiences to cultivate meaningful relationships with key administrators, elected officials, and influential citizens. As one result, that was the only site where the schools fully cooperated in the administration of the Youth Needs Assessment during the project's first year. The availability of

those data and the results of the Social Area Analysis were then used to stir community interest in the project during the second year.

The coordinator participated in many community education programs throughout the year. He conducted a community conference workshop on "Designing Workable Systems for Service Delivery in Abuse/Neglect" at the request of the local Mental Health Association. He appeared on a local "Meet the Press" telecast to discuss the project and various approaches to youth services. Along with the community coordinator from Tacoma, he conducted a workshop which emphasized Y-CCP strategies and goals at the APWA Southeastern Regional Conference. The local newspaper featured a multi-page article about the project in one of its widely read Sunday editions. Those activities, along with numerous other local presentations, set a very favorable climate for acceptance of the project's ideas and goals in the Savannah community.

In the above-mentioned news article on the project, the coordinator had discussed some program ideas for dealing with youth problems identified by the research results. The article unexpectedly generated some interest in expanding recreation programs for youth, and discussions were initiated around the need to open schools after hours and during the summer for recreation and education. The coordinator and a few members of his Technical Liaison Team cooperated with public school officials by recommending two junior high schools as sites for a pilot program. Development of the community school centers was slow, and in fact, they did not open during the second project year because school and city recreation officials could not reach a substantive agreement on supervision of the centers.

Having spent much of his time during the first year conducting some very successful research, Mr. Hornstein began to focus on coordination and planning during year two. He formed an Executive Youth Council, which never seemed to develop much force. His Technical Liaison Team met on occasion to discuss youth problems, but the process did not move much beyond that point. Meanwhile, the coordinator continued to carry most of the burden for the project. He found himself often responding to the needs of youth-serving agencies to help them write grant proposals, solve community problems, and develop new services; he even helped to develop treatment plans for a few youth with special needs. While that style fit with his own congenial, cooperative, and supportive personality, the results did not always relate

to project objectives or to the broader National Strategy of Youth Development and Delinquency Prevention. The more eager he was to cooperate with agencies, the more willing they were to use him to meet their needs and to expand their programs.

Although minimal youth planning was taking place in Savannah during the second year, agency directors were well aware of the Y-CCP and gave the coordinator high marks for his many efforts. Interagency relationships improved greatly, and the project was one example cited by the National League of Cities-U.S. Conference of Mayors when they selected Savannah as one of the ten outstanding cities in the United States where agency cooperation and coordination was taking place.

4. Tacoma, Washington --
George Dignan, Community Coordinator

Project data showed that a lack of recreational and employment opportunities were priority problems for youth in Tacoma. That served as an effective stimulus for drawing diverse community interests into the planning process; beyond planning, several useful programs were begun during the second project year.

- A summer employment program for youth was initiated using the resources of the local chapter of the National Alliance of Businessmen, the CETA program, and the schools.

- A career education/work experience project for in-school youth was begun in cooperation with the city of Tacoma Department of Human Development. Program success was dependent upon receiving cooperation and support from the unions, building trades industry, schools, CETA, and others.

- Two related recreation programs were initiated--one during the summer only and another which operated in the evenings throughout the year. Both programs utilized schools as sites for recreational activities--something that had not been done previously in Tacoma--and both relied heavily on citizen volunteers as program supervisors and planners.

The immediately visible success of those efforts brought about some secondary benefits that perhaps, in the long run, had more import for building a coordinated youth

service system than did the initial programs. The Technical Liaison Team, which was called the Youth Concerns Coalition in Tacoma, was asked to assist with the State's Title XX plan and to act as a review committee for the youth portion of that plan. The group was also invited to participate in the priority setting process for LEAA grant applications.

As successes multiplied, more and more people began attending the coalition meetings. Soon there was so much participation that the meetings became unwieldy. Also, toward the middle of the second year, after achieving the successes mentioned earlier, the group appeared to reach a plateau. The coordinator and the group seemed to be asking, "Where do we go from here?"

At that point, Mr. Dignan selected six indigenous leaders who had special interest in the project and invited them to a "weekend marathon" planning session. That marked a real turning point in Tacoma. The small group of leaders decided that it was time to divide the Youth Concerns Coalition into special interest committees. Instead of a "shotgun" approach to meeting youth needs, it seemed time to select a few areas of concentration. The 1977 Action Plan reflecting Y-CCP concerns was drafted and approved by the Coalition; members willingly agreed to serve on various committees.

Project vitality persisted in Tacoma, and participants representing a broad range of concerns for youth needs continued to show interest. For example, the 1977 plan of the Tacoma Youth Service Bureau, a primary service provider for runaway youth and other status offenders, reflected adoption of substantial portions of the National Strategy into its service delivery system. The successes of the third year in Tacoma were largely built on what was begun during 1976.

5. Providence, Rhode Island --
Denise Medici, Community Coordinator

Providence was most unique because it was the only site where a coordinator answered directly to an elected official. Not only was she listed as a member of the mayor's staff, but she was chosen for the job personally and somewhat independently by the mayor in July 1975 to replace the first coordinator. Having access to that kind of political strength should have been helpful in bringing about some agency coordination and in effecting some immediate community changes. However, the mayor selected other priorities which outweighed the needs of the project in late 1976. His executive assistant, who had been a supporter of the project since its inception, resigned, and as a

result, the mayor assigned the coordinator to other administrative assignments. Since she could no longer devote full time to the project, and the mayor's office was not able to fund another separate position, there was no other course of action but to drop the project's activities in Providence as of December 31, 1976.

That decision, while somewhat disappointing, coincided with other observations of the national staff. Providence had shown less progress than the other sites, and there was a serious question as to whether or not it should be included in the project's planning for 1977. The mayor's decision left no further question as to what should be done. The Y-CCP began its third year with only four project sites.

C. THIRD YEAR ACTIVITIES AND ACCOMPLISHMENTS

This section will highlight those activities which were linked to achieving the project's third year objectives, and those accomplishments which have contributed to meeting overall goals. In the project's application for third year funding, the following goals and objectives were established:

. Institutionalize the Community Coordinator Positions Now Funded in Part with Federal Funds.

- To assure that local or state funds are used to pay at least 50 percent of every community coordinator's salary.

- To assure that the sponsoring agency is committed to offering support in the way of supervision, office space, and clerical help for the community coordinator after the project is phased out in early 1978.

. Legitimize the Data-Based, Coordinated Planning Process Established by the Project.

- To sufficiently train Technical Liaison Team and Executive Youth Council members to enable them to function better.

- To develop a planning guide for Technical Liaison Team members.

- To gain formal sanction from policy makers for the Technical Liaison Team to act as the official planning group for youth in each site community.

- To incorporate the project strategy into the mandated planning processes in which sites are involved.

- To help community coordinators establish written plans for a twelve-month period after the project ceases.

. Disseminate the Results of the Project and Its Conceptual Model.

- To have articles published about the project in newsletters or journals of relevant national associations/organizations.

- To seek the incorporation of the project's conceptual model as a criterion for judging future LEAA grant proposals.

- To disseminate the project's results through the available channels at APWA.

- To publish a final report which synthesizes the project's three years of experience and states recommendations for future demonstration projects or avenues of research.

These objectives have helped guide the direction of activities at the local sites.

1. Charleston, South Carolina

Sponsorship was shifted to the Trident United Way in Charleston just prior to beginning the project's third year. The following description of site activities reflects local priorities as well as the project's nationally established objectives.

a) Relationships

Initially, the movement of the project to United Way proved to be a very difficult adjustment for the community coordinator. He had enjoyed good relationships in the County Department of Social Services (DSS) and had attended graduate school on a DSS stipend. His anxiety seemed to take the form of depression, frustration with the project, and even hostility toward the national office staff. The project director, who was the recipient of most of the hostility, continued

to encourage Mr. Dukes to be more a part of the United Way team rather than dwelling on the "good old days in Social Services."

When one considers the typical priorities of a United Way organization, it soon becomes evident that they do not readily fit with the National Strategy for Youth Development and Delinquency Prevention. The coordinator's official United Way job description called for him to provide staff support to the Youth Support Council. The United Way's director of planning, who also functioned as the coordinator's supervisor, provided staff support to the Planning Board. Under this structure, opportunities for the coordinator to directly influence and educate the Planning Board about the Y-CCP and the Model Youth Service System were limited. That situation was aggravated by a lack of clear understanding about Y-CCP objectives on the part of the director of planning, even though Mr. Dukes and members of the national staff had tried on several occasions to provide explanations.

The chairman of the Youth Support Council, who also was a member of the United Way Planning Board, proved to be an able and valuable ally. The council's vice chairwoman was active and interested as well. Their assistance aided the coordinator in his efforts to move the Youth Support Council toward a more activist stance which was in keeping with the Y-CCP's concept of a Technical Liaison Team. Related developments in the Charleston area, as well as renewed emphasis on youth employment and delinquency prevention issues at a national level, also contributed to Mr. Dukes' ability to work successfully toward achievement of the project's goals and objectives. The already organized Youth Support Council assumed the role envisioned for the Technical Liaison Team; the United Way Planning Board included members who held positions of stature and community influence similar to those described for the Executive Youth Council. In that sense, some of the Y-CCP organizational goals were partially met when the project's sponsorship changed.

Although those groups were similar in organization and direction to the structures suggested in the project model, a great deal of education had to take place before they could share the coordinator's perceptions. To make the task more difficult, Charleston was already a year behind the other sites in accomplishing research objectives because of problems previously mentioned.

After more than a year under the auspices of the Trident United Way, it can now be said that the Y-CCP has found a permanent home. The coordinator has a new supervisor, and the pace of progress has quickened. The Youth Support Council has been recently mandated by the Planning Board to review the data generated by the project, develop a set of objectives for local youth services development based on that information, and organize specific strategies which can be used to accomplish the objectives. That request has provided the needed impetus for organizing the Youth Support Council along the lines suggested by the project model.

The council has recently organized four task forces--employment, recreation, juvenile justice, and family life. Each will be chaired by a council member, but membership will be drawn from throughout the community. More importantly, it is hoped that the end result of the council's activities will be development of a comprehensive youth services plan which is data-based and which reflects the broad program perspective that the project has advocated. The United Way Planning Board requested that this plan be submitted to it for consideration by June 1978.

b) Research

Charleston was the only site where the coordinator had to spend a great deal of time during the last project year completing the Youth Needs Assessment, Community Resources Questionnaire, and Systems Description. Although initial attempts to gain school cooperation in the YNA data collection process were not successful, the relationships that were developed during the negotiation process proved invaluable. The schools would not permit the YNA questionnaires to be administered during class time, but counselors throughout the district agreed to oversee their completion during study hall periods. While that was a laborious and time-consuming process, the results were gratifying. Approximately 500 YNA questionnaires were administered to a representative sample of youth from throughout the Charleston community. The data were analyzed and made available to the community during the summer of 1977. They are currently being used by the United Way planning groups as a prime planning tool. The results were also included as part of the region's Title XX plan.

Results of the Community Resources Questionnaire became available in early 1977. The data included replies from 77 agency staff members (managers and direct service providers) and presented a well developed picture of available youth services, youth evaluations of those services, and agency staff perceptions of youth needs. It is expected that those data will be used by the Youth Support Council in its current planning initiative.

The Systems Description Survey was also completed during the third project year. Following the data collection phase, the coordinator spent two days in Boulder, Colorado with staff of the Center for Action Research learning how to analyze and interpret the data.

c) Employment

Mr. Dukes was an original convenor of the Trident Work/Education Council organized by the College of Charleston. The council was developed to address the issues which are associated with the transition of youth from school to work. Its membership includes educators, major employers, and others concerned about these issues, e.g., the superintendent of Charleston's public schools and the director of state employment services.

The efforts of the Work/Education Council helped get Charleston selected by the National Manpower Institute (NMI) as one of 20 communities in a nationwide consortium organized to develop programs that can provide a positive transition for youth from school to work. The Institute provided funds for a full-time staff person to support the council's efforts; technical assistance and information provided through NMI have also benefited the Charleston community. In its report of the NMI Consortium, the presence of the Y-CCP was cited as a strong point in the community's favor.

The coordinator has had an added role in youth employment planning with the recent passage of the Youth Employment and Demonstration Projects Act (YEDPA). As chairman of the Work/Education Council's task force on youth employment, Mr. Dukes participated in the resource allocation process for those funds. A vocational education program has been proposed which would teach youths housepainting (a needed craft in that area) and offer technical college credit for their work experience. There is every indication that this program will be implemented on a pilot basis, using YEDPA funds.

One of the most innovative proposals which has evolved from the coordinator's efforts with the Trident Work/ Education Council is the Youth Economic and Development Project which will be supported with CETA Title VI funds. Included in the project will be a job bank for all youths--not just those who are economically deprived. Participating in the development and operation of the job bank will be the State Employment Service, Trident United Way, Chamber of Commerce, and the Trident Work/ Education Council. A youth employment counseling service will also be an important element of the project.

d) Juvenile Justice

In the area of juvenile justice, the coordinator worked extensively with the local chapter of the National Council of Jewish Women (NCJW). That organization selected justice for children as one of its national priorities, and the Charleston group was interested in finding ways to operationalize the national concern on a local level. The coordinator worked with the NCJW to develop its awareness of local juvenile justice issues and to suggest ways to have a positive impact on that system. As a result of those efforts, the NCJW has begun to monitor the detention center and other youth-serving agencies and facilities. In the future, the group will be involved in some community education activities around the issues of juvenile justice.

Also in the juvenile justice area, the Trident 2000 Law Enforcement Task Force was interested in developing information about juvenile first offenders, i.e., who they are, how are cases handled locally, and what resources might be needed to better serve these youth? The coordinator acted as vice chairman for that task force and as a resource person to the general planning group. The task force report recommended that priority be placed on prevention rather than rehabilitation, on diversion of youthful offenders from institutions, and on development of resources that can effectively deal with the problems of juvenile offenders and their families outside the juvenile justice system. The coordinator's ability to effectively use the task force to increase community awareness about the issues with which the project has been concerned are evident in those recommendations.

The coordinator was also involved with the Reynolds Avenue Redevelopment Council, a group dedicated to refurbishing a rundown section of the Charleston community. Although the primary goal of that organization is to improve the physical aspects of a neighborhood, the

coordinator has stressed planning for youth needs, i.e., recreation and education. It is hoped that this emphasis will encourage a more humane approach to urban renewal--a task that has traditionally centered on improvements to physical facilities to the exclusion of other human needs.

e) Community Education and Training

The coordinator has been very actively involved with several key organizations concerned with youth services. He participated in two television presentations and assisted in developing several news articles about the project. His commitment to seeking out coalitions with related community organizations and to promoting the project's visibility through the media has generated a strong, positive climate for community development in Charleston.

In June 1977, an all-day training workshop on youth-community development was held for invited local residents. Approximately 70 people, including about 25 youth, participated. Representatives from community agencies, service organizations, and church action groups were present as well as unaffiliated, interested citizens. The level of participation was most encouraging. Moreover, the fact that all of those people took a day from their schedules to participate indicates an interest and commitment to youth. The involvement of young people added a unique dimension to this process; it gave them a forum to articulate their perspective on community needs. It also offered the adults an opportunity to participate with youth as full partners in a common cause.

In summary, the Charleston community has shown great progress in its pursuit of the Y-CCP goals. The fact that planning groups of the United Way adopted the Y-CCP model structure indicates that strong community support for a progressive youth service system has already been developed. The ultimate impact on youth, however, will not be known for perhaps another year. By that time, the United Way Planning Board will have received the master plan and will have responded to those recommendations.

2. Jefferson County, Colorado

During the past year several key events occurred which contributed to the coordinator's ability to accomplish the project's overall goals.

- He worked closely with a research analyst at the Department of Social Services to substantially increase the county's capacity to develop and analyze data for planning.

- He involved himself in several already established planning efforts, particularly in the areas of youth employment and juvenile justice.

- He made many county agencies more aware of the need for coordinated planning.

With respect to the accomplishment of third year objectives in Jeffco, there were a few disappointments. While the community training funds requested by the sponsoring agency had been budgeted, no structured training took place. One reason for that was that the coordinator continued to resist the development of the prototype planning structures described by the model. As a result, no formal Technical Liaison Team or Executive Youth Council existed at this site.

Mr. Beye did use the Jefferson County Human Resources Council as a quasi-Executive Youth Council. However, the group expanded its advisory role and its attention to youth needs diminished during the year. Therefore, in June 1977 the coordinator formally disengaged himself from the Council, and a new Executive Youth Council has yet to be appointed. The reluctance of the coordinator to establish workable planning structures was not in keeping with national staff wishes, but numerous successes were still achieved. It should be pointed out, however, that strong political support from the county commissioners and agency support from the Department of Social Services made the existence of the Y-CCP planning/coordination model less important in Jefferson County than in the other sites.

a) Research

The coordinator developed a data collection process, based on the Flow Analysis concept, which allows the Department of Social Services to monitor actions taken by several municipalities regarding delinquent

youth and status offenders. Those monthly reports offered valuable information to the Department of Social Services for program planning and development. As new programs were developed to serve status offenders and delinquents in particular municipalities, the data provided a source of feedback on program impact.

In general, the coordinator did an outstanding job of educating human service agencies about the need for rationalized, data-based program planning. He also worked with a Jeffco Department of Social Services research analyst to establish a data analysis capacity on the county's computer and to develop understandable visual formats for presenting data to agency administrators. The county is now able to analyze its own Youth Needs Assessment data and Impact Evaluations.

Because of those efforts, the Department of Social Services has been instrumental in gaining the cooperation of the Jefferson County schools to conduct a second YNA (to be conducted during early 1978). In addition, the department has begun to look to the coordinator as a resource person to help establish program monitoring and feedback systems in several areas. He is currently involved in establishing a tracking system for children placed in substitute care. These data will determine how children are "lost" in the system and what administrative and programmatic changes might be introduced to prevent foster care drift and overly long placements. Mr. Beye has also been asked by the Colorado Department of Institutions to assist in developing a feedback and evaluation system for committed youth who have participated in CETA youth employment programs.

b) Juvenile Justice

The coordinator devoted a great deal of time this year to the juvenile justice area. He was a member of the Denver Regional Council of Governments' juvenile justice task force, which conducted a study of how delinquent youth and status offenders are handled in the metropolitan Denver region. He contributed data from Jefferson County and participated in writing the task force report which outlined needs and priorities. He also presented a workshop in Denver at a conference on coordination of federal effort; LEAA, DHEW, and DOL officials were among the participants.

Mr. Beye was active with the Colorado Juvenile Justice Council, a membership organization set up to promote professional development among youth workers and youth services advocates. The council recently published an article about the project in its widely distributed newsletter. This precipitated many requests for information and/or assistance from the coordinator.

Mr. Beye participated in the development of several programs to divert status offenders from the juvenile justice system. Working with the probation department and the district attorney's office, the Department of Social Services developed an informal adjustment proposal which was submitted to the board of county commissioners for funding with Revenue Sharing money. The proposal provides for informal adjustment, and in some cases restitution, when youths are picked up for committing status offenses or minor delinquent acts. Y-CCP data was used by the Department of Social Services in its efforts to press for local action to deinstitutionalize status offenders. Current county policies mandate deinstitutionalization, and there are indications the state will soon enact similar legislation.

c) Planning

Mr. Beye took seriously the national staff's emphasis on development of a master plan for youth. The plan that was developed does not fully carry through the intent of the national staff (i.e., the plan should be a partnership effort between citizens and agency staff to synthesize their knowledge about specific program areas and to recommend policy, procedural, and legislative changes that relate to the Y-CCP's goals and philosophy). However, it does pull together the various program threads that have recently emerged in Jefferson County. There is a statistical inventory of the county, and separate sections devoted to employment, family life, and juvenile justice.

The employment and juvenile justice sections include summaries of several of the excellent program initiatives that have previously been described. The family life section includes a great deal of new material and is perhaps the best example of how preventive programs have been emphasized in this site. It includes proposals to expand family life education opportunities in

the county and to train social services staff in the use of Parent Effectiveness Training (P.E.T.) as a casework approach. Already, several staff members have been certified as P.E.T. instructors.

Reviewing the results that were generated during the final project year, it is evident that Jefferson County has made great strides in disseminating the concepts and philosophy of the Y-CCP. This brought about positive changes in the way youth needs were perceived and addressed by human service professionals. While each agency has grasped the importance of meeting youth needs and has responded to these within its own context, there is still no workable vehicle for coalescing these individually potent forces and no Executive Youth Council to advocate for youth. However, Mr. Beye is still on the job, and as long as he is serving as community coordinator, progress will continue.

3. Savannah, Georgia

In some ways, the final year of the Y-CCP in Savannah proved to be a frustrating experience for this community coordinator and the national staff. A chief aim was to secure local funding for the coordinator's position using the tri-part model (city-county-state) originally advocated by the project. Despite the warm relationships Mr. Hornstein clearly enjoyed with many influential citizens and agency administrators and the promise of $4,000 in state funds, it was not possible to accomplish that objective. Therefore, Y-CCP activities came to a standstill in Savannah as of January 1978. Despite the fact that project concepts were not fully institutionalized, at least at the writing of this report, there were some positive changes for youth in Savannah during the project's third year.

a) Recreation

After one year of negotiations, the coordinator's efforts to establish two community school centers paid dividends. Tentative planning to open two centers at Shuman and Mercer junior high schools began with publicity about the Y-CCP which appeared in Savannah's local newspaper near the end of the project's second year. In that article, the coordinator voiced his opinion that such a recreational program was needed, based on findings from the Youth Needs Assessment. The school superintendent picked up on the idea and asked

Mr. Hornstein to formulate a proposal. The initial proposal was subsequently refined and presented to the school board. Once approved by the board, a series of lengthy delays in implementation were caused by budget constraints and disagreements about how the program would be operated. The rift that historically existed between the city and county departments of leisure services contributed to the delays. A school board member finally was asked to help resolve the conflicts. Two centers were finally opened in early 1978 to provide evening recreational and cultural programs. At the dedication service, which was covered by the news media, Mr. Hornstein was given much of the credit for the new programs.

b) Planning

During the first six months of the third project year, the coordinator continued to work with a Technical Liaison Team that was not too active nor directed in its efforts. Neither he nor the national staff was pleased with the planning progress. From the time the national staff had first introduced the Model Youth Service System, the coordinator questioned its efficacy. He seemed to resist any structured approach to planning, and he did not have confidence that agency representatives and citizens really wanted to work together on behalf of youth. Finally, the project director openly expressed his disappointment with the lack of organized planning in Savannah. The coordinator rose to the challenge by committing himself to a concerted effort to develop a Model Youth Service System.

A consultant who had previously presented an intersite workshop was employed by Mr. Hornstein to help train his new Team. A two-day training session was held in early August 1977, and approximately 25 individuals attended. Attendees included only those people who had a serious interest in pursuing the model advocated by the Y-CCP. The session accomplished its objective, which was to concretize a viable organizational structure and work plan that could be used by the Technical Liaison Team during the project's final six months. As a result of that training, it was possible to organize three goal-directed task forces. Those groups have continued to meet and work since that time in the areas of youth opportunities (employment), family life/education, and juvenile justice.

The youth opportunities task force had substantial involvement in planning for the recently allocated Youth Employment and Demonstration Projects Act (YEDPA) funds. The city of Savannah sent the coordinator to Atlanta for two days of training provided by the Department of Labor on the YEDPA. Savannah received $69,000 under the community improvement section of that legislation, and it will be used to finance a beautification project at Lake Mayer and a bikeways program. A position paper written by Mr. Hornstein concerning youth employment was included in the plan that was submitted to the Department of Labor; data generated by the Y-CCP also formed part of that grant package.

The family life/education task force is working to develop a community calendar of events related to their areas of concern. They are also working toward development of a long-range master plan that may guide program development for several years. The juvenile justice task force has been meeting regularly to develop a plan, but to date, no firm direction has emerged from their activities. Each task force has its own chairperson and is working with a minimum of direction from the coordinator. The independence with which these groups are operating is a significant change from the way the coordinator organized things previously when he was doing most of the work himself.

Given the coordinator's natural ability to relate to groups and form strong personal bonds with individuals throughout the community, it is not surprising that he was deeply involved in providing a great deal of technical assistance to individual programs for youth in Savannah. He helped plan new programs, write grant proposals, and worked with agencies to implement program changes. In a few instances he mediated conflicts between agencies.

Mr. Hornstein frequently served as a guest speaker in many diverse settings, e.g., high school classrooms, service club meetings, and businessmen's groups. He conducted a workshop at the National Youth Workers Conference in Bloomington, Indiana; the coordinator from Tacoma, Washington also participated in that workshop.

The coordinator's work with individual agencies and his continual efforts to rely on his personal skills to develop more opportunities for youth was similar to the approach employed by the coordinator in Jefferson

County, Colorado. However, Mr. Hornstein's sponsor, the Chatham County Comprehensive Mental Health Center, took only a passive interest in the project, because that agency saw little that it could gain from the results of a Y-CCP approach. Also, Mr. Hornstein never had the local financial or political support that existed in Jefferson County. Consequently, when the federal funding came to an end in Savannah, there was no well developed, ongoing support mechanism to keep the momentum going.

In April 1978, as this report was completed, the city of Savannah established a youth community coordinator position with an annual salary of $12,000. While this move came too late to preserve the continuity the project staff had hoped to maintain, it demonstrated the value officials recognized in the Y-CCP approach.

4. Tacoma, Washington

Toward the end of the second project year, the coordinator and the project director worked to bring about an increase in the state and local funding share of the coordinator's salary. That was necessary because of a limited third year project budget and because it was felt that this would help institutionalize the Y-CCP concept after project termination. In other words, if the coordinator's position were totally funded during the third year with state and local funds, it was unlikely that he would be cut from those budgets after the project ended. That rationale was not only based on the way agencies typically operate but also seemed reasonable in view of the substantial project achievements in Tacoma.

Before state and local officials in Tacoma would commit themselves to an increased share of Y-CCP funding, they wanted written assurances that the coordinator would accomplish certain tasks. Therefore, an agreement was signed by all parties which established the following objectives for the coordinator for 1977:

- To establish an Executive Youth Council, comprised of key administrators in Pierce County and representatives of the private sector, which would have responsibility for coordinating local resources to solve specific youth related problems.

- To submit to the Executive Youth Council by May 31, 1977 an action plan which would establish a "Coordinated

Community Diversion Network for Status Offenders".

- To submit other action plans as requested by the Youth Concerns Coalition on other priority issues, e.g., recreation, education, employment.

As was stated earlier, the Technical Liaison Team (Youth Concerns Coalition) was organized into committees during the second year; they generally focused on the following program areas:

- status offenders/deinstitutionalization;
- law and justice;
- recreation;
- employment; and,
- education.

Building on that organization, the coalition proved to be very dynamic during the final project year, demonstrating its ability to expand or contract, and to blend or shift emphases while still maintaining its essential character as an organization. At times, those frequent changes in response to immediate concerns or circumstances made the coalition difficult to track. Nevertheless, its effectiveness was easily measured by its products. The following summary of activities in Tacoma has been organized around the central issues on which the Youth Concerns Coalition spent most of its energy during the past year.

a) Juvenile Justice

Early in 1977 a planning conference was sponsored by the Tacoma public schools which focused on the special needs of female runaways; approximately 130 people from all segments of the community attended. The conference was meant to serve as a stimulus for organizing local activities that could have a positive impact on female status offenders. The goal was accomplished, and a preliminary plan to open an emergency shelter for female runaways was developed. A follow-up conference on status offenders was held six weeks later to critique and refine the preliminary proposal and organize work groups that would continue to focus on the problem; 85 people attended that conference. Although the school district was publicly cited as the conference sponsor, the Youth Concerns Coalition had a great deal of input to the agenda and the organization of the meetings. Funds allocated in the third year Y-CCP budget helped defray some of the conference expenses.

Out of those two conferences, a group of committed volunteers was identified, and they joined the task force on status offenses and deinstitutionalization which had previously been organized under the auspices of the Youth Concerns Coalition. The primary tasks identified were (1) to develop a plan that would provide a range of non-justice related services for status offenders; and, (2) to develop a strategy for passage of deinstitutionalization legislation by the Washington state legislature. The task force, working in conjunction with the coordinator, developed a proposal to create a Service Network for Youth--a comprehensive mix of crisis intervention services, shelter homes, and supportive treatment services. That proposal had real implications for some progressive legislation that followed.

Representative Ron Hanna (Pierce County) introduced legislation to restructure the state's juvenile justice code. The proposal (House Bill 371) mandated the deinstitutionalization of status offenders; the establishment of a system of services for those status offenders who had, until then, been under the court's jurisdiction; diversion of first offenders and youth arrested for some misdeameanors; and consistent, strict consequences for those youth convicted of serious delinquent acts. A similar bill was introduced in the State Senate as S.B. 116. The Youth Concerns Coalition was involved in drafting H.B. 371 and subsequently participated in activities designed to ensure its passage. In June 1977 a combined version of the House and Senate bills--then known as the Juvenile Justice Act--was passed by the legislature. Implementation of the Act was not mandated, however, until July 1, 1978 to allow the human services and juvenile justice systems time to develop the resources needed to properly serve the youth affected by the legislation.

The Service Network for Youth that had been developed by the Youth Concerns Coalition gained new stature because it was the only plan available that addressed the tenets of the new legislation. Following passage of the Juvenile Justice Act of 1977, however, efforts had to be made to refine the network proposal and include components that would be responsive to particular mandates of the Act. The final proposal received verbal approval from the Department of Social and Health Services during September 1977. Paradoxically, the

legislature also passed a bill during its 1977 session to remove the sales tax on food. That had a negative effect on funding for services needed to implement the Act; as budget constrains develcped, hopes of gaining early financial support for the network diminished. It is expected, however, that state funds will be allocated to support the network by July 1978.

Development of the service network answered a critical need in Tacoma for non-court related services to status offenders, and it fulfilled one of the key objectives set forth in the 1977 Y-CCP agreement between APWA and local and state sponsors. The Network proposal gave visibility and credibility to the planning process that had been advocated by the project. It served as concrete evidence of what could be accomplished when such a planning process had "permission" from those in the community with the power to introduce change.

b) Recreation

During the project's second year, the coordinator and the recreation task force were able to get one school (Baker Junior High) opened as a community recreation facility during the evenings and weekends. That program proved to be an enormous success, and the task force decided to press for expansion to six other schools during the project's third year.

In early 1977 the task force prepared a proposal which was submitted to the board of education for funding. After about six months of negotiation, the community school proposal was accepted by the board, which agreed to utilize two community schools as recreation centers in September 1977 and two or three more in October 1977. Since the board had not approved the proposal until August, however, it was not able to complete all of the preparations needed to begin on schedule. Funds were finally secured, and four schools opened in December 1977.

The recreation task force had strong community leadership from its beginning. The coordinator continued to work with those leaders throughout the negotiation process with the board of education and assisted with program implementation. However, the real strength came from the community itself, and the group operated very independently during the last year. In a classic

sense, the true test of success for a community organization effort has always been whether the organizer can eventually put himself out of business. That test was met with the recreation task force. It has strong independent leadership of its own and will probably continue to develop and implement community recreation programs, with or without assistance from a community coordinator.

c) Youth Employment

Mr. Dignan substantially increased his previous involvement in youth employment planning and programming during the third project year. He continued to be involved with the Home Repair Career Education/Work Experience Program that the employment task force helped to initiate during 1976. In January, he presented to the board of education a report on the progress of the home repair effort, and tentative planning to expand that program was begun. In March, the coordinator and several members of the youth employment task force were appointed by the mayor to sit on the youth planning subcouncil of the Manpower Advisory Committee. Eventually, the work of the planning subcouncil and the employment task force was merged.

Planning began for the Summer Employment Program during April, and the coordinator was involved in the selection of the youth coordinators for the program. He also recommended that an Impact Evaluation be conducted, and every youth in the Summer Employment Program was included in the Impact Evaluation sample. Also, the evaluator assigned to the program by the CETA administrator worked with Mr. Dignan to build in another evaluation component. Youth were employed to conduct on-site interviews with CETA workers and employers to determine their perceptions of the program. Mr. Dignan arranged for technical assistance from the National Office of Social Responsibility, working under its LEAA technical assistance contract, to help sort the evaluation results and interpret their meaning.

The youth employment task force and the coordinator worked together to help the CETA administrator plan for the use of Youth Employment and Demonstration Projects Act (YEDPA) funds. Among the plans that were developed and subsequently accepted by the Department of Labor was a proposal to establish a Comprehensive Youth Employment and Training Center. The multi-disciplinary center will be staffed by public school

personnel, CETA workers, members of the National Alliance of Businessmen, and others. Teams of professionals will assist youth, but young people will be involved in all facets of program planning and administration, including job development. The plan also called for five satellite career centers to be located in three Tacoma high schools and two junior high schools. The goal is to establish a coordinated resource center where youth can receive a full range of employment and training-related services at one facility. The satellite centers will provide opportunities for early career exploration and referral to work experience programs. They are designed to reduce truancy and to help retain students in the school system.

The Systems Description instrument introduced in Tacoma by the Y-CCP will be used to gather baseline information about the current youth employment picture. A second administration of the Systems Description instrument will be used to assess how the Comprehensive Youth Employment and Training Center may have changed the youth employment system and made it work in a more cooperative, coordinated way.

d) Executive Youth Council

A key objective spelled out in the Tacoma Y-CCP agreement was to develop an Executive Youth Council. Despite the coordinator's efforts, however, the council did not expand beyond a few members. Major stumbling blocks were lack of fiscal and administrative support for the project from the Pierce County Board of Commissioners and political fears on the part of agency administrators.

The Executive Youth Council was unofficially composed of three people when the project's third year began--Matt Hudson (Washington Department of Social and Health Services), Mel Jackson (Tacoma Department of Human Development), and Rep. Ron Hann (state legislator). The city of Tacoma and the State Department of Social and Health Services have been strong advocates for the project since its inception. Pierce County, however, did not show a similar interest despite many attempts to enlist their involvement and financial support.

A new opportunity to promote the need for an Executive Youth Council and, in particular, to arouse interest in participation among Pierce County commissioners

came during August 1977. At that time, the county contracted with a consultant to assess the county's youth service resources and needs. Mr. Dignan met with the consultant to inform him of Y-CCP accomplishments and future plans in Tacoma. The consultant was impressed with the project, and his report indicated that a need existed to establish an Executive Youth Council patterned after the Y-CCP model and jointly funded by the city, state, county, and United Way. The consultant's report was formally submitted in September, although its results were not publicized by the county commissioners until a few months later.

In December 1977, Rep. Ron Hanna organized a legislative hearing in Pierce County for the purpose of exploring some issues concerning youth services planning. That gave the coordinator an opportunity to again promote the need for an Executive Youth Council. It also offered a forum to share the recommendations of the consultant's report. A position paper, which the coordinator prepared in collaboration with the director of the Youth Service Bureau, was presented at the hearing.

e) Other Activities

Through his involvement with the major program planning areas described above, Mr. Dignan had opportunities to become involved with several related youth efforts. He has had a continuing dialogue with the Spokane, Washington Area Youth Committee, which is pursuing goals that are similar to those of the Y-CCP. That group has been operating for a few years with the kind of community "permission" that the coordinator has sought in Tacoma, and the mutual sharing of information and exchange of ideas has been helpful.

Mr. Dignan participated with the school and the Mary Bridge Hospital to develop a brochure of community youth services. The Rotary Club contributed money to help pay for that venture, and youth were involved in organizing the writing the brochure. In addition to offering factual information about services, it included youth evaluations of those services. A member of the Youth Service Bureau worked with the youth to take slides that could be used in the schools to publicize youth services.

The coordinator was recently approached by the Washington State Council on Crime and Delinquency with a proposal to develop a network of volunteer foster homes. The council has start-up funds for a network, and Mr. Dignan is working with them to develop a plan that would complement the Service Network for Youth plan.

As the Y-CCP drew to a successful close in Tacoma, many accomplishments were obvious. The coordinator developed a strong core of support from many segments of the community and was able to channel their enthusiasm toward achieving positive results for youth. As described above, real strides were made in stimulating youth planning in several crucial areas. The fact that the coordinator's 1978 salary was assumed locally helps guarantee institutionalization of the Y-CCP. It can be said without hesitation that Tacoma is a model for community coordination and data-based planning for youth; all Y-CCP objectives have been met with the exception of forming an expanded Executive Youth Council that includes community leaders and more elected officials. Although the existing council lacks the broad range of support and power needed for long-term youth advocacy, the coordinator enjoys the approval of several key decision-makers. Given the current political climate in that community, one can expect to see a formalized Executive Youth Council in the near future.

5. Summary

The numerous achievements in all four project sites during the final project year helped give the Y-CCP local and national visibility. They gave the coordinators confidence that they were fulfilling a unique and worthwhile role and were evidence that communities could really be changed to better the quality of life for youth. As federal funding ended, coordinators in three of the five original sites--Charleston, South Carolina, Jefferson County, Colorado, and Tacoma, Washington--continued to perform their full-time duties utilizing local funds.

V. LESSONS LEARNED

The purpose of this chapter is to describe what has been learned as the result of the successes and shortcomings of the Y-CCP. It is hoped that this information will be especially beneficial to other communities attempting to implement a coordinated, data-based planning effort to promote youth development programming.

A. THE COMMUNITY COORDINATOR

To succeed, a community development effort must have one individual who devotes full time to the accomplishment of the program's goals and objectives. While there may be other paid staff members involved, as the need arises, it is key that there be one person who accepts responsibility for coordinating activities. The Y-CCP demonstrated that the barriers a community coordinator encounters are complex and long-standing. In drawing on their own resources, the coordinators found that education, professional knowledge, and experience were helpful to them. Other factors, however, such as familiarity with the community, ability to communicate and relate to others, and style had much to do with being an effective change agent.

1. Education/Work Experience

During the course of the project's three years of operation, seven individuals--two women and five men--held community coordinator positions. Three of the coordinators were with the project from its inception until its termination. The educational and experiential background that each of the seven people brought to the project was quite unique. A few had no prior work experience related to their responsibilities as a coordinator; others had worked in human services agencies, but their focus had been on rehabilitation and delivery of traditional social work services. The range of educational achievement was equally broad, running the gamut from three years of college to masters degrees in education, public administration, and social work. Based on the performance of each coordinator, however, it is clear that neither prior educational background nor work experience can predict effectiveness.

2. Characteristics of an Effective Community Coordinator

Most of the accomplishments of the Y-CCP occurred because of the persuasive, tenacious efforts of the community coordinators. If the national staff were asked to advise

other projects as to the kind of individual that makes an effective coordinator, the following characteristics would be listed:

a) Flexible Commitment

The coordinator must be dedicated fully to the youth development approach--its philosophy and goals. (S)he must really feel that the concepts advocated by the project are viable approaches to meeting youth needs. While the path to be followed in pursuit of community development goals promises to be rough at times, basic belief in the ultimate value of those goals provides a stimulus to continue.

Commitment can become a handicap if the coordinator is only concerned with operationalizing one specific methodology. Therefore, the dedication must be to the philosophy which underlines the approach, rather than to a specific methodology. Commitment to a preselected methodology may constrict the coordinator's mobility and permit crucial inputs to be disregarded if they do not clearly fit the individual's chosen method of operation. That kind of tunnel vision can have serious, negative consequences.

The need for flexible commitment became evident during the latter part of the second year when the national staff began stressing the importance of planning as a primary focus for project activities. Those coordinators who had not previously internalized the philosophy of the project as their point of focus but had, instead, gotten caught up in the methodology, had difficulty making the transition. That caused a degree of dissonance between some coordinators and the national staff and slowed progress as the coordinators worked through their resistance.

Since communities are dynamic entities, the coordinator must be able to react quickly and appropriately to ever-changing situations. Without that kind of flexibility and generalist approach, the coordinator may try to accomplish objectives that are no longer feasible or appropriate. Commitment to accomplishing timely objectives also includes the ability to adopt a number of distinctive roles including researcher, planner, and community organizer. The Y-CCP coordinators sometimes experienced difficulty "switching hats" at the appropriate time, but they certainly learned to be ever cognizant of the project philosophy in executing all three roles.

b) Self-Motivation

A community coordinator must work alone much of the time without a great deal of supervision or professional peer support. (S)he must rely on self-initiative and creativity. One who requires constant reaffirmation will have difficulty bearing the burden of this kind of project. Likewise, the person who must constantly have "someone to talk to" or who requires inspiration, prodding, or direction from a supervisor will have difficulty accomplishing much in a Y-CCP effort. In the first two years of the project, telephone calls from one coordinator to another, quarterly intersite meetings, and contacts with the national staff were especially important to the coordinators.

c) Self-Confidence

Real community development can only occur when others become excited about the possibilities for change and are motivated to get involved in the process. To create that kind of excitement, the coordinator must have self-confidence as well as confidence that the goals of his program are valuable.

Relationships with individuals from every segment of the community--elected officials, influential citizens, administrators, private agency and service organization representatives, planners, labor leaders, businessmen, and youth--must be initiated and sustained. If the coordinator fears authority figures, he will be reluctant to seek out those people and enlist their needed support. The individual who lacks self-assurance will be threatened by the prospect of such an undertaking, and may ultimately be defeated in trying to function as a community coordinator for youth development.

In the early days of the project, the coordinators felt very insecure in their roles. They were reluctant to have meetings with groups of citizens and agency personnel because they were not really sure of the project's philosophy and methodology. They did not consider themselves researchers by any stretch of the imagination, and they wilted when asked about the authority for their positions. They gained confidence when quarterly intersite meetings involving all project staff started to focus on training rather than "poor me" sessions. They eagerly sought reassurance from national

staff members; this became a primary objective for technical assistance visits. As they began to actually accomplish project objectives, the positive strokes received from community youth advocates provided additional incentives to move forward.

d) Democratic Style

The coordinator who lacks self-confidence may be no worse off than one who lacks confidence in others. The effective coordinator need not be an expert in all facets of a community development effort. Rather, one who seeks out the opinions and ideas of others and learns to benefit from their knowledge is likely to be more successful than the self-proclaimed expert. To organize and coordinate planning groups in a democratic way demonstrates trust and confidence in others. If the coordinator is uncomfortable as a democratic leader and is reluctant to share responsibility, fellow youth advocates will soon recognize dissonance between rhetoric and action; they will not develop a sense of ownership of the project's concepts and philosophy. Consequently, although intermediate gains may accrue, the coordinator's ultimate goals will probably not be achieved.

As the Y-CCP coordinators grew more confident in their own abilities and established themselves in a leadership role, involvement with members of the community became more intense. After the project began to gain momentum, they had to involve others in leadership roles or be swallowed up by the very system they had set out to create.

e) Summary

While possession of these characteristics--flexible commitment, self-motivation, self-confidence, and democratic style--does not guarantee success, they are implicit qualities of good leadership. The ability to capture the imagination of others and to inspire allegiance and devotion are special leadership qualities few possess. The coordinator who has these gifts is far ahead of others because, for that person, positive human relationships are easily developed. Leadership, in this sense, does not imply fast-moving, flag-waving aggressiveness. Rather, it seems that what worked best for the Y-CCP was a confident, yet low-key, flexible approach that emphasized the involvement of others in reaching objectives.

In essence, an ideal community coordinator should be one who facilitates and orchestrates rather than directs. Movement ahead, no matter how sluggish, requires someone willing to take the first step even though risks are involved, because (s)he is assured that others will follow.

3. Training and Technical Assistance

While there are personal qualities that cannot be taught, certain skills need to be emphasized in formal training sessions and during times when technical assistance is being provided to community coordinators. In addition, the effects of modeling and practice cannot be underestimated as stimulants to new behavior.

In the beginning stages of the project, the coordinators received little formal training. They attended seminars at which the theoretical bases of the project were explained. Much of the training was aimed at helping them to use a management-by-objectives approach to planning their on-site activities--particularly research. These seminars were helpful to the coordinators, but at times, they were confused and overwhelmed by some of the material.

Much of the initial training centered on research, but none of the coordinators realized how difficult it would be to enlist community support for the research effort. Some of the training was devoted to teaching a new jargon which was peculiar to the National Strategy for Youth Development and Delinquency Prevention approach. This was of little value to the coordinators in helping them establish their roles. They now believe there were sufficient communications problems between agencies without superimposing a new vocabulary.

In the early months of the second year, after the new project director visited all of the sites, it became evident that a change was needed in training and technical assistance. Coordinators complained about too little direction from the national staff; they were discouraged with their lack of progress; and, all of them seemed to lack a sense of confidence and direction. While the coordinators were pleased with some of their research accomplishments, they were ambiguous about how the results related to a youth-community development approach.

Beginning about mid-way through the project's second year, the national staff began a conscious effort to use the quarterly intersite meetings as training sessions. The focus was on community organization skills including the following areas:

- working with committees
- problem analysis techniques
- planning

While consultants from the Behavioral Research Institute and the Center for Action Research were most helpful to the coordinators during the first 18 months of the project, the national staff began employing additional consultants from other areas to conduct workshops.

It is difficult to evaluate the success of the second and third year training and technical assistance efforts. Specifically, the training was aimed at assisting the coordinators to make the transition from research to planning. There was a certain amount of resistance to the new emphasis, even though the coordinators were involved in developing the sessions. At the same time, they seemed to enjoy taking more responsibility for making the arrangements and setting the agenda for the quarterly meetings. They also liked the opportunity to show off their respective community programs.

To supplement the quarterly, three-day training sessions, national staff members worked with the coordinators on a one-to-one basis in the communities. These visits were usually two or three days per quarter in each site. While in the communities, national staff members made a point to visit sponsors and others who had a special interest in the project. These meetings focused on national project objectives as well as local achievements and problems.

While a special effort was made by national staff members to give credit and recognition for accomplishments, the coordinators were not always pleased with the pressure they sometimes felt to change focus or step up the pace in meeting project objectives. On the other hand, the national staff could not afford to take a "soft sell" approach. The months were passing rapidly, and it seemed that the project was running at least a year behind where it should have been with regard to progress. In addition, certain LEAA officials were asking hard questions about project accomplishments. The coordinators had to learn that technical assistance also included technical

supervision. The national staff was accountable to the funding agency.

Once the LEAA funding issue was resolved in the middle of the second year, the national staff began to devote attention to another problem--the lack of citizen and agency participation in the project at the community level. The only site in which participation seemed adequate was Tacoma. Such dramatic changes were taking place in that community that the national staff began to press the other sites to develop similar planning organizations. However, the coordinators were generally unresponsive.

At that point, the national staff elected to graphically depict a Model Youth Service System. Included were components of an Executive Youth Council and Technical Liaison Team. Specific tasks of these groups, along with duties of a community coordinator were included. Using the Tacoma experience along with their own ideas, the national staff emphasized five planning areas--juvenile justice, employment, recreation, education, and family life. The model depicted a task force to be responsible for each of the five areas. It also listed the kinds of agency representatives and citizens, including youth, that should assist in planning. Again, the model did not initially excite much interest on the part of coordinators.

Meanwhile, the coordinators were receiving many requests for project information, and they were having trouble defining and communicating exactly what they were doing. In response to that problem, the national staff drafted information describing the project and included the Model Youth Service System. The draft was distributed to all coordinators, and their comments were invited. An attractive brochure was ultimately developed which succinctly described the project, and each coordinator was provided 200 copies to distribute in his community. While the brochure served as a public relations vehicle, it also provoked a lot of questions about the lack of planning organizations at the local level as depicted in the model. The coordinators were definitely motivated by the brochure. As one observed, "If people see that we're supposed to have all these planning groups involved in the project, we'd better get with it before they begin asking questions." In the end, task forces were established to address at least three planning areas in each of the four communities.

B. SPONSORSHIP AND AUTHORITY

While the community coordinators had to grapple with many problems, the one that seemed to plague them most was the legitimacy of their roles. No matter how unobtrusive the entrance, and even though the coordinator possesses all of the characteristics of an effective community organizer, the perplexing and yet legitimate question that arises is, "Where do you get your authority?" In many communities the state, county, and city governments and private agencies provide services to youth and their families. The services are usually diverse, overlapping, and competitive. The fact that the agencies providing them answer to political bodies that are often at odds with each other further complicates the problem.

By its nature, the Youth-Community Coordination Project was difficult to sell. Its philosophical base sounded very academic and theoretical, its goals were lofty, and its methodology was painstaking and time-consuming. Since it explicitly advocated institutional change within existing community systems, it was threatening to many individuals whose causes were vested in maintaining the human services industry.

The reluctance of each of the community coordinators to form an Executive Youth Council--the ultimate sanctioning body--was understandable. In most of the site communities, the key decisionmakers had never met to discuss youth needs. To be concerned about coordinating with others in a joint planning effort was more a matter of lip service than real action. The idea of cooperating, questioning the efficacy of current activities, and taking a fresh look at the way resources were distributed involved certain risks. Therefore, the community coordinators, and even their local sponsors, usually preferred not to organize the "power brokers" who controlled the way the system worked. In four of the five sites, the project director met with the sponsors to enlist support for forming Executive Youth Councils. In most cases they agreed with the concept but wanted to wait until "the time was just right" or "until after the election." Therefore, without any greater power, the coordinators usually relied on their sponsoring agencies for the authority they needed. In part, there was probably a relationship between their accomplishments and the amount of real power the sponsoring agencies had in the community. The Executive Youth Councils were never fully developed in any of the sites except in Charleston where the United Way Planning Board served the same purpose.

A clear lesson was learned about Y-CCP sponsorship. Local sponsors should be chosen with extreme caution because their role is so important to the success of a youth-community development effort. Initial negotiations with potential sponsors should clearly define the project's intent and methodology, spell out expectations for continued programmatic and financial support, and define the services and benefits that the sponsor might expect to receive in return for such support. The risks involved must be emphasized. Written agreements should be developed in order to avoid unrealistic expectations on the part of all involved. If these precautionary measures are not taken, a sponsor may soon become disenchanted with the project. This will ultimately lead to a loss of local administrative and financial support.

In each site, the sponsorship experience was different. Those experiences are summarized below:

1. Charleston, South Carolina

As was explained previously, the project was affiliated with several local agencies in Charleston--first the County Department of Social Services, then the South Carolina Department of Youth Services, then temporarily back to the Charleston County Department of Social Services, and finally with the Trident United Way.

Those changes were necessitated by a combination of factors. They included a problem related to the original choice of a community coordinator and the need for a full-time rather than part-time coordinator. The last move to the Trident United Way took into account the need to integrate the project's activities with a local planning base and to institutionalize the planning process for long-term effect. Nonetheless, each change in sponsorship, regardless of its cause, brought with it a period of readjustment and a related, albeit temporary, loss of goal-directed activity which took its toll on staff members and local accomplishments.

Even though it appeared that the Charleston project site might be lost early in the second year, it made a dramatic comeback. From the beginning, APWA had a solid friend in the director of the Charleston County Department of Social Services. While he was of the opinion that a Y-CCP effort did not belong in his department, he had no doubt that the project concept was a valid one for his community. When it appeared the project could not survive in the State Department of Youth Services, he devoted a great deal of time, energy, and even agency resources to help

the project survive. His personal negotiations with the executive director of the Trident United Way resulted in a new and lasting "home" for the project.

Based on the Charleston experience, it now appears that a United Way organization may be an ideal sponsor for a Y-CCP effort. This is especially true if the organization is already involved in Title XX planning and enjoys the kind of community support that the United Way has in Charleston. While the Trident United Way initially resisted some Y-CCP concepts, opposition has now subsided. Currently, the United Way Planning Board serves as the Executive Youth Council and the Youth Support Council functions as the Technical Liaison Team. The latter has fully adopted the Y-CCP planning model. A lesson to be learned in this community is that it is sometimes possible to start over with a new project sponsor and coordinator, even after much time has elapsed. It also helps to have a solid friend in the community when significant organizational changes must be made.

2. Jefferson County, Colorado

The project's experience in Jefferson County, Colorado, where the board of county commissioners fully supported the community coordinator's position, indicates the positive results that can accrue from affiliating with a group of elected officials. While APWA's project agreement was with the county commissioners, direct supervision of the coordinator came from the director of the Jefferson County Department of Social Services (DSS), and he handled all negotiations with the national staff. The commissioners were impressed with the Y-CCP from the beginning, and the DSS director enjoyed a good relationship with them. His agency held a powerful position in the community.

In no community did the project get better financial support than in Jeffco. During the entire second and third years, total funding of the coordinator's position came from local sources. In addition, it seemed a foregone conclusion that Mr. Beye's position would be continued after project termination. The kind of support he had from the commissioners and the DSS director gave him additional power and security that were not available to the other coordinators. While the others had to devote time to developing future financial support, the Jeffco coordinator concentrated on accomplishing immediate objectives

The national staff members felt good about local funding and prospects for institutionalizing the Y-CCP concept in Jeffco, but there were some tradeoffs. Mr. Beye operated much more independently from the national office than did the other coordinators. As one might expect, given his position, his primary allegiance was to the Department of Social Services. Before making any moves, the coordinator first checked with the agency director, and he made it clear to project staff that he did not have to rely on Y-CCP support to exist. At the same time, the accomplishments in Jeffco were obvious, and the project made a substantive impact on the community.

3. Savannah, Georgia

The sponsor in this community was the Chatham County Comprehensive Mental Health Center, although the coordinator's position was actually supported with a combination of federal funds and funds from the Georgia Department of Human Resources. The sponsoring agency was most cooperative in providing administrative support to the coordinator, but little was offered in the way of supervision. The sponsor did not feel it stood to profit very much from the accomplishment of Y-CCP objectives. Therefore, one must question the efficiency of placing a similar project in a mental health setting. While the coordinator enjoyed complete freedom to function, there were times when he needed more structure. When it came time to enlist county and city support for future funding, it did not come to pass. Hence, the project paid the price for independence, because effective governmental ties with the Y-CCP were missing from the beginning in this community.

4. Providence, Rhode Island

The project's experiences in Providence show how the choice of local sponsors for a project such as the Y-CCP can significantly affect the form and substance of progress. Perhaps more significantly, it shows that the selection of inappropriate sponsors can seriously impede progress. The demise of the Y-CCP in Providence after two years (see chapter IV, section B) suggests that complete organizational dependence on an elected official is probably unwise.

Access to political power can serve a project's efforts well, inasmuch as it can provide the community coordinator with stature and influence with key segments of the community. Often, influential administrators and citizens are

well aligned with the politics of a strong incumbent official. By association with that power base, it may be possible for a community coordinator to gain cooperation and support from those groups and move quickly to institutionalize the coordinated planning process. However, political power is often transitory and subject to a myriad of conflicting pressures which can create an unstable base for long-term action. If individuals and agencies become involved in a project and support it only because of its political ramifications, support will dissipate quickly when other interests replace the project as a political priority.

From another vantage point, political considerations often alter the direction a project takes. A community coordinator who answers to an elected official may be discouraged from addressing issues and concerns that are politically sensitive. Conversely, the office holder may try to channel activities of the community coordinator in directions that offer opportunities for immediate political advantage. If an official is under pressure to address unemployment, for example, the project may be steered toward a related focus, and its activities will be used as evidence of an effort to cope with the problem.

The project's experience in Providence may have been unique, but many of the factors described above fed into its activities. For these reasons, it appears that direct sponsorship and supervision of a project similar to the Y-CCP by the holder of an elected office is contraindicated. This is not to imply that the political process can or should be avoided in bringing about community institutional change. The point is that no one elected official should completely "own" a project like the Y-CCP or be totally responsible for its results.

5. Tacoma, Washington

Since the project began, national staff members have believed that a Y-CCP effort could best function if it were funded with a combination of state, county, and city revenues. Such an arrangement has the following advantages:

- The coordinator could function independently from the wishes of any one agency administrator or elected official.

- The total financial investment, including in-kind contributions and support services, would not be

more than $10,000 per year from any one of the three governmental entities.

- No agency would actually own the coordinator's efforts; hence, (s)he would be less threatening to groups being coordinated.

- As a representative of three governments, the coordinator would have a certain amount of authority to act in behalf of youth.

- If three organizations were responsible for project efforts, no one group would have to take all the risks involved.

In Tacoma the project came close to the kind of triumviral sponsorship described above. The Tacoma Department of Human Development and the Washington Department of Social and Health Services (DSHS) were involved with the project from the beginning. In addition, a Pierce County representative to the Washington state legislature was an advocate for youth, and he had an intense interest in the project. The missing link in Tacoma, as far as the project was concerned, was the county commissioners. They had their own internal struggles, and their competition with city and state officials was obvious. The executive director of the city's social services agency, the regional administrator of the DSHS, and the state representative from Pierce County all made concerted efforts to enlist county support, but to no avail.

The Tacoma sponsors were most cooperative with the national project office. The coordinator received excellent supervision from the city agency where his office was located, and when state support was needed it was generally available. When it came time to institutionalize the project, both the city and state combined efforts to assure future funding.

The coordinator continues to function as the unofficial coordinator of youth-serving agencies in Tacoma. His position is funded by CETA and the Tacoma Department of Human Development. As stated previously, the formation of an Executive Youth Council is high on the list of priorities for 1978.

C. CONDUCTING RESEARCH

The original, time-phased design for the Y-CCP placed substantial emphasis on conducting research at the local sites during the first year. The research phase was supposed to be followed by a year of community organizing activities and a final year which would focus on community planning and institutionalization of the project. It now seems that the initial design did not take into account the kinds of community support the coordinators would need to accomplish research objectives. Neither the national staff nor the coordinators sensed how difficult the research objectives would be to achieve.

The research instruments used by the project required a large sample of youth or agency staff, and the sources for subjects were limited. For example, to obtain a sufficiently large sample of youth for the Youth Needs Assessment, coordinators had to have access to the schools. Similarly, to provide a good picture of a community's human services, the Community Resources Questionnaire had to be completed by a sufficiently large cross-section of agency staff. The actual number of interviews required by the Community Resources Questionnaire varied, but it was important that a fairly large number of staff from each agency participated in the research. Otherwise, the results would not have been representative. Given the level of community commitment required to assemble the required number of research participants, it was probably unwise to have attempted this during the first year.

The time required to administer the research instruments was underestimated. For example, in Charleston where the most comprehensive Community Resources Questionnaire was completed, 77 interviews were required. Approximately 150 hours of actual interviewing time were required to accomplish that many interviews. To attempt such an undertaking alone means that the coordinator could expect to accomplish little else while the data were being collected. Again, trying to administer these research instruments during the first year with no organization in place only made a difficult job nearly impossible.

An important lesson learned from the Y-CCP is that it is questionable whether research results can be effectively used if the data become available before the planning structures are organized. There are several important reasons to presume this:

- If the results are available as long as a year before the Technical Liaison Team is organized, their useful "life" will be limited. Communities change rapidly and

the reliability of the results as a reflection of community attitudes and problems becomes more tenuous with the passage of time. Within two to three years, the results may no longer be valid.

- The kinds of sophisticated data that are provided by the instruments may be inappropriate for a beginning planning effort and may, in fact, prove overwhelming to a group of citizens and agency administrators who are unaccustomed to working with a data-base.

- When research results are developed without active support from an established community planning group, those results may be questioned or even rejected by the community--particularly if they do not reflect the community's preconceived notions about itself. The community will feel no "ownership" of the information and will have no stake in promoting use of the data as a foundation for planning.

A more logical approach to building the Y-CCP data base would have been to reverse the sequence of activities so that the first year was devoted to community organizing and the second year to accomplishing research objectives. In following that sequence, the coordinators would have gained several advantages:

- There would have been more time available during the first year to train the coordinators and allow them to gain a grasp of their mission. Most new ventures require a "settling in" period to stabilize their design and objectives; the Y-CCP coordinators needed more time for preparation in order to conduct sound research.

- The Technical Liaison Teams would have had more time to become established and learn about their roles. More team orientation at the community level on how the research would be conducted and how the results could be utilized to develop an action plan for youth would have been helpful. By taking that approach, the community planning teams could have been mobilized and trained as a work force to help conduct the research. That would have assisted in solidifying team relationships and in committing members to the overall project goals.

- It would have afforded the coordinators a much needed opportunity to build professional relationships at the local sites during the first project year. The involvement of more elected officials, agency administrators, key citizens, and youth consumers probably would have

aided the project greatly. In particular, it would have made the process of gaining community support for the research effort easier.

The project's experiences in Charleston, where the coordinator enjoyed a more solid organizational backing before he embarked on his research activities, seemed to bear out those points. The rationale is also supported by the experiences of coordinators at other sites where research had to be upgraded during the second and third years. Not only were those efforts easier, but their results were more usable. When the coordinators had to upgrade research results after they had developed a more sound base of community support, they were usually able to secure assistance from influential service groups, community agency personnel, and local colleges.

VI. CONCLUSIONS AND IMPLICATIONS FOR OTHER COMMUNITIES

The Youth-Community Coordination Project had many successes; for years to come, youth in the site communities will be enjoying opportunities as the result of project efforts that otherwise would not have been possible. The following accomplishments were among the more notable achieved in some or all of the sites:

- Status offenders were deinstitutionalized.
- Juvenile offenders were diverted from the formal juvenile justice system.
- Community alternatives to institutions were developed.
- Legislation was enacted which helped implement the Juvenile Justice and Delinquency Prevention Act of 1974 at the local and state levels.
- Citizens began monitoring the juvenile justice system.
- Private and public agencies worked together to improve the juvenile justice system outside their own perimeters of interest.
- Youth were involved in helping assess their own needs and in planning and developing programs to meet those needs.
- Existing community resources were reallocated to help meet project goals.
- Several local projects, which were developed in response to the Y-CCP, were funded sometimes with federal and state monies.
- Public awareness of the LEAA-OJJDP priorities and the National Strategy for Youth Development and Delinquency Prevention was substantially increased.
- New opportunities were opened for youth in the areas of employment, recreation, and education.
- Six research instruments were introduced to each site, and communities developed the capacity to administer the instruments and evaluate their results.

- Coordinated youth planning occurred which was in response to research results.

- A Model Youth Service System was devised and implemented, thereby demonstrating how coordinated planning groups can elicit support from the community power brokers.

- The Y-CCP process was institutionalized at the community level, and local governments agreed to fund the community coordinator positions after project termination.

Several Y-CCP community development achievements described in earlier chapters of this report focused on the creation of specific programs for youth. Some of them came about in response to research efforts while others simply grew out of a coordinated community effort. Because it was usually easier to generate enthusiasm for specific programs than for a planning effort, it was sometimes difficult to convince community coordinators and their teams of the need to develop a comprehensive plan before implementing new programs.

Getting agency representatives involved in the project during the first year was an agonizing process, but during the second and third years, the task seemed much easier. Harnessing the power of elected officials was another matter. In none of the sites were coordinators able to get a working body of elected officials representing state, county, and city governments to unite in supporting a fundamental change in the existing youth service system. There were isolated examples, however, of tremendous gains made when one or two officials in a given community exerted their influence.

Coordinated planning for youth sometimes threatened to bring about service integration--a much feared concept on the part of elected officials and program administrators; coordination was easier subscribed to than accomplished. However, certain office holders and community leaders in each of the sites became intensely interested in the Y-CCP and willingly supported its aims. That was facilitated when coordinators were able to convince those leaders of the efficacy of the National Strategy and the specific priorities of the project. Without the education, however, high sounding concepts like "reducing negative labeling," "increasing youth opportunities," and "capacity building" usually fell on deaf ears.

The implementation of the Youth-Community Coordination Project was laborious and fraught with many unforeseen difficulties. In the end, success depended on the community coordinators and the assistance they received from their sponsors. While their

job was a professionally lonely one, the coordinators could not operate in isolation. They succeeded by taking unto themselves the anxieties and hopes of others interested in perfecting a youth service system. They renewed themselves through training workshops, interaction with each other, and by conferring with national staff members. More importantly, they gained strength by constant community immersion and through widespread personal contact with those who shared their goals. Gradually, they gained the self-confidence and power to convey to others a sense of the past and a vision for the future. It was not enough for them to "improve" the youth service system in their respective communities--they needed a strong sense of direction, and they had to involve others in the total process. This careful planning, along with the strength in numbers of concerned people, helped motivate the professional and political power brokers to spark direction and bring about change.

The human services industry is ever growing and tends to perpetuate itself. Bigger agencies and added programs mean more jobs, larger budgets, and more power. Most administrators want to enlarge existing programs--rarely do they want to give up parochial interests or resources. Elected officials often use monetary problems and the lack of existing community resources as excuses for not developing futuristic plans and programs for youth. Yet, in the Y-CCP sites, the real problem was that the resources were often directed toward programs that had no relationship to youth needs, or they were needlessly consumed on duplicated services. The communities readily spent money for rehabilitation programs and traditional programs, but funding for prevention, coordinated planning, and research was not a priority.

Project results seem to indicate that it is best for the coordinator's position to be funded by more than one agency--public and/or private. In a joint-support arrangement, all have an investment in the coordinator's success, and no one agency must assume all the risks. If several agencies each invest a few thousand dollars per year to support the efforts of a coordinator, no one agency is seen as "taking over," or pursuing its own vested interest, and what seems more important, an entire new bureaucracy is avoided. A program similar to the Y-CCP can be developed in most communities of 300,000 people or less for approximately $30,000 per year. This includes the coordinator's salary along with support services such as part-time clerical help, supplies, printing, and telephone.

Whether or not one believes in the efficacy of the National Strategy for Youth Development and Delinquency Prevention, almost everyone is convinced there should be a greater emphasis on the prevention of juvenile delinquency in every community. For decades, we have admonished elected officials and bureaucrats to address the problems of our youth, and yet, the number of youthful offenders continues to increase. In blaming poverty, poor education, bad parents, unemployment, media violence, or even heredity for the problems of young people, it must be admitted that youth, themselves, have little opportunity to change the systems that have the greatest impact on their lives. Juvenile delinquency is a serious, long-standing community problem which has baffled all of the experts, and there are no simple panaceas. Therefore, if effective, futuristic solutions to youth problems are to be devised, it will take a coordinated community effort involving citizens with many different backgrounds and experiences working in tandem with youth-serving agencies. Not only must these concerned people plan and work together <u>with youth</u> to modify the existing system, but they must exert pressure on elected officials and other community leaders who have the power to provoke needed changes. These leaders will be more positively influenced if the advice they receive is based on research results and is aimed at a long-range plan which emphasizes specific objectives.

Since most public welfare administrators seem to have a casework background, they focus most of their agency efforts on rehabilitation programs.

> "Even social work, before it became so dependent upon clinical psychiatry, had its own social reformers who were committed to institutional change in the name of the poor through mediation, advocacy, activism, community organization, or otherwise correcting misalignments in existing structural arrangements. The problem is that, with few exceptions, most present-day agencies in the delinquency field remain so tightly wedded to the so-called one-to-one approach, working for individual rehabilitation through personal attitudinal change, they have forgotten all about the problems of the social structure which so fascinated the pioneer muckrakers. Today these same problems concern a growing number of social workers, mainly the young just entering the profession, but their commitment to social reform remains largely personal and aprofessional. This is especially true among caseworkers, who constitute

> the bulk of the profession. Their training and their agencies have failed to provide them with perspectives and concrete social change program models, both of which remain grossly underdeveloped. Instead, the conventional tendency in social welfare has been to evaluate delinquency and other forms of deviant behavior in therapeutic, rather than political, terms. And work roles in agency practice were fashioned accordingly."[1]

After working for many months to prevent, control, and solve problems that relate directly to juvenile delinquency, Y-CCP staff members remain committed to a community development approach to meeting youth needs. We believe that all communities should begin allocating more resources to prevention programs rather than maintaining a singular emphasis on rehabilitation and correction programs. This does not necessarily mean spending more money on youth services. However, it does indicate a need to take a fresh, honest look at how funds, facilities, and manpower are currently being used. Evaluating the effectiveness of current programs, determining the overlaps and gaps that exist between agency services, and allowing youth to help decide what they really need are important elements of the process. To accomplish this, a coordinated effort involving elected officials, agency and service representatives, and citizens-at-large should be mobilized by a well-trained, carefully selected coordinator and his sponsor(s) to address specific issues and change the youth service system. The primary cost of such an endeavor will not be dollars. It will be an earnest, diligent commitment on the part of community leaders to changing the existing system against strong tides of resistance. The long-term result will be a better quality of life for youth, thus enabling them to contribute to society rather than becoming alienated from it. Advocacy for youth is a complex, long-term business and there are no final victories.

---

1 John J. Martin, Joseph R. Fitzpatrick, and Robert E. Gould, The Analysis of Delinquent Behavior: A Structural Approach (New York: Random House, 1968), pp. 189-90.

APPENDICES

APPENDIX A

ORGANIZATIONS REPRESENTED ON THE NATIONAL ADVISORY COMMITTEE:

American Academy of Pediatrics

American Correctional Association

AFL/CIO - Department of Community Services

National Assembly of Voluntary Health and Social Welfare Organizations, Inc.

National Association of Counties

National Council on Crime and Delinquency

National Council of Juvenile Court Judges

National Education Association

National League of Cities - U.S. Conference of Mayors

National Office of Social Responsibility

National Youth Alternatives Project

Office of Child Development, DHEW

Office of Youth Development, DHEW

United States Department of Labor

Appendix B

SUMMARY OF RESEARCH FINDINGS

Youth Needs Assessment B-2

Community Resources Questionnaire. . . B-16

Flow Analysis. B-23

System Description Survey B-25

Social Area Analysis. B-26

Impact Evaluation. B-31

YOUTH NEEDS ASSESSMENT

A. PURPOSE AND DESIGN

The Youth Needs Assessment (YNA) is administered to a sample of a community's general youth population, 11-18 years old. It may be administered by conducting individual, face-to-face interviews or as a written survey to groups of youth in a classroom setting.

The questions included in the YNA provide a community with the following kinds of data:

- Socioeconomic data about the youth participants, e.g., sex, race, family income, etc.
- Youth perceptions about the kinds of things that are felt to be problems, difficulties, or needs.
- Youth attitudes about their own opportunities for achievement, feelings or powerlessness, parental rejection, and perceived negative labeling; self-reported involvement in delinquent behavior is also addressed.
- Youth knowledge and evaluation of existing community resources.

The overall goal of the YNA is to provide a community with a comprehensive look at what youth in the general population feel are important or frequent problems for them and how they perceive community service resources that are available to them. The items concerned with attitudes and feelings provide a community with a picture of how youth identify with certain societal norms and how they perceive that they are viewed by society.

B. FINDINGS

1. Youth Needs

In studying the narrative on the Community Resources Questionnaire data and Table I, one can readily see that there was a great deal of homogeneity in all four sites with respect to what things youth identified on the YNA as frequent and/or serious problems. Table I shows how different problems were ranked by youth in the four sites. Ranking is based on the proportion of youth in each community identifying a particular problem. A high ranking is associated with a high proportion of youth identifying a problem. Considering the kinds of activities that occupy most of their time (e.g., school), it is understandable that the most frequently identified problems/needs focused on the ways in which the schools are

TABLE I

RANKING OF YOUTH NEEDS BY SITE

PROBLEM/NEED	RANKING, BY SITE							
	Charleston		Jeffco		Savannah		Tacoma	
	Rank	%	Rank	%	Rank	%	Rank	%
Entertainment and other recreation costs too much	1	56.7	1	70.4	3	40.4	1	58.6
Not enough different kinds of things to do	2	55.2	3	52.0	2	48.2	2	53.0
Having things stolen or destroyed	3	52.4	5	44.1	5	30.3	3	49.4
Students not having a say in running the school	4	50.7	2	55.6	1	67.2	4	43.9
Teachers not understanding kids	5	49.3	4	45.2	--	---	--	---
Parents not understanding kids	6	46.3	7	36.4	4	31.6	10	36.8
Unable to find summer job	7	41.2	--	---	--	---	8	38.2
Police aren't around when you need them	8	40.6	--	---	7.	25.2	--	---
Not enough different kinds of courses in school	9	40.4	--	---	6	25.5	--	---
Teachers not interested in you	10	40.0	--	---	--	---	--	---
Not enough useful or important classes	--	---	8	35.7	8	44.1	--	---
Unable to get a job because of age	--	---	9	35.1	9	43.5	6	39.4
Recreation centers not open when you want them to be	--	---	--	---	10	42.8	--	---
People in neighborhood don't care about each other	--	---	6	40.4	--	---	--	---
Only jobs available have no future	--	---	10	28.1	--	---	9	26.3
No way to find out about jobs	--	---	--	---	--	---	5	40.1
Looked, but no jobs available	--	---	--	---	--	---	7	39.1

operated; youth relationships with teachers, parents, etc.; the availability of recreational and employment opportunities; and the condition of their neighborhoods.

Another aspect of the problem identification process is the seriousness with which youth view problems. It is easy enough to say that something is a problem. However, from a planning perspective, it may be more meaningful to examine how seriously youth perceive these problems to be in order to gain support for planning solutions. In addition, the percentage of youth identifying a problem as serious may be a better measure of need when one is estimating how many youth might use or benefit from a proposed program.

For each statement that a youth said was a problem, he/she was asked to indicate whether the problem was "very serious", "somewhat serious", or "not at all serious". Therefore, if one multiplies the percentage of youth that identified a statement as a problem by the percentage of youth who identified the problem as being "very serious" or "somewhat serious", one can compute the percentage of the total sample which felt that a particular problem was serious--either "very" or "somewhat" serious.

Example:		Degree of Seriousness		
		Very	Somewhat	Not at All
Looked for work, but no jobs available.	42.1%	32.0%	27.0%	41.0%

Percent of total sample who consider this a serious problem equals 42.1 x .59 = 24.8%. (.59 = .32 + .27)

Table II shows the percentage of youth at each site who identified an item as a problem as well as the percentage of the total sample who felt that problem was serious. As the percentages show, items that were identified as problems by a large proportion of the YNA respondents were experienced as "very serious" or "somewhat serious" by a substantial number of those youth. Also, it is interesting to note that with a few exceptions no single problem was felt to be serious by a majority of youth at any site. Judging by the strong relationship between the proportion of youth who indicated that an item was a problem and the proportion that indicated that a problem was serious, one can assume that frequency of response is a good indicator of how seriously youth perceive a problem to be.

2. Youth Attitudes

The YNA includes a number of items which relate to eleven scales. These scales measure youth attitudes/perceptions about a number of

TABLE II

SERIOUSNESS OF YOUTH NEEDS AS PERCEIVED BY YOUTH

CHARLESTON	% Identifying as problem	% Identifying problem as serious	
Entertainment costs too much	56.7	45.4	(1)
Not enough things to do	55.0	41.4	(3)
Having things stolen/destroyed	52.4	41.9	(2)
Students have no say in school	50.7	40.2	(4)
Teachers not understanding kids	49.3	39.3	(5)
Parents not understanding kids	46.3	35.0	(6)
Unable to find summer job	41.2	26.5	(10)
Police not around when you need them	40.6	31.2	(8)
Not enough different classes in school	40.4	31.8	(7)
Teachers not interested	40.0	27.8	(9)
JEFFCO			
Entertainment costs too much	70.4	60.1	(1)
Students have no say in school	55.6	48.6	(2)
Not enough things to do	52.0	40.0	(3)
Teachers not understanding kids	45.2	33.0	(5)
Having things stolen/destroyed	44.1	36.1	(4)
People not knowing/caring about each other	40.4	25.8	(7)
Parents not understanding kids	36.4	25.6	(8)
Not enough useful/important classes	35.7	31.6	(6)
Unable to get job because of age	35.1	20.5	(10)
Only available jobs have no future	35.1	23.9	(9)
SAVANNAH			
Students have no say in school	67.2	57.0	(1)
Not enough things to do	65.3	51.9	(2)
Entertainment costs too much	50.4	49.9	(3)
Parents not understanding kids	51.6	41.0	(4)
Having things stolen/destroyed	50.3	39.1	(6)
Not enough different classes in school	45.5	36.3	(8)
Police not around when needed	45.2	39.5	(5)
Not enough useful/important classes	44.1	37.5	(7)
Unable to get job because of age	43.3	24.5	(10)
Recreation centers not open when you want	42.8	33.1	(9)
TACOMA			
Entertainment costs too much	58.6	47.7	(1)
Not enough things to do	53.0	41.3	(2)
Having things stolen/destroyed	49.4	39.0	(3)
Students have no say in school	43.9	37.2	(4)
No way to find out about jobs	40.3	29.6	(5)
Unable to get job because of age	39.4	25.3	(8)
Looked for work but no jobs available	39.1	24.8	(10)
Unable to get summer job	38.3	25.1	(9)
Only available jobs have no future	36.8	28.0	(6)
Parents not understanding kids	36.8	26.9	(7)

issues:

- Normlessness -- The degree to which an individual believes that deviant behavior is required to achieve given goals.
- Societal Estrangement -- The extent to which an individual feels alienated from the larger society.
- Access to Educational Roles -- The degree to which an individual feels that he/she has access to desirable roles in school.
- Access to Occupational Roles -- The degree to which an individual believes he/she has access to desirable occupations and employment.
- Negative Labelling by Parents -- A measure of how an individual feels teachers perceive him/her, i.e., as a "good" or "bad" person.
- Self-Reported Delinquency -- A measure of an individual's involvement with delinquent behavior.
- Self-Esteem -- The degree to which an individual values, respects, and accepts himself/herself.
- Normative Pressure -- The extent to which an individual feels pressure from friends to behave in socially acceptable ways or to break the rules.
- Parental Rejection -- The extent to which an individual feels parental rejection or acceptance.

These attitudinal parameters are related to the youth development theory of delinquency prevention which formed the theoretical base for constructing the YNA and other research instruments used in the Y-CCP sites and in other communities. The scores of the YNA also provide a community with a sense of how its general youth population perceive themselves, how they perceive their parents' and teachers' appraisals of them, how they see their future opportunities, etc. In addition to their utility for planning, these data provide a baseline which can be used to evaluate the ability of particular programs to impact on the perceptions of its participants with respect to these variables.

The primary tenets of the youth development and delinquency prevention theory state that:

- If youth are denied access to socially desirable educational and occupational roles; and

- If youth are negatively labelled by their parents, teachers, and meaningful others;

- They will develop a sense of alienation from the larger society and will have little or no commitment to behave in socially acceptable ways.

Given this theoretical framework, one would hope to find the following kinds of relationships reflected in the responses of youth to items in this section of the YNA. (These are examples only.)

- Youth who score high on the access to educational and occupational roles scales, i.e., feel that they can succeed within the normal educational and occupational systems, would score low on the normlessness scale, i.e., would not feel the need to break the rules to achieve their goals.

- Youth who perceive that they are labelled negatively by their parents and teachers would score high on the societal estrangement scale, i.e., would feel alienated from the society.

- Youth with high self-reported delinquency scores would indicate a high degree of negative labelling and a low perception of access to desirable educational and occupational roles.

Results from this part of the YNA showed similar response patterns among youth at all project sites. Overall, the correlations that one would expect to appear, based on the previously stated youth development and delinquency prevention theory, were reflected in the results at all sites. The correlation coefficients were not subjected to any tests of significance, so it is not possible to state whether these correlations were merely the result of chance. One can say that the correlations do clearly show trends which seem to support the underlying theory. While space does not permit an in-depth description of all these correlations, it is interesting to compare the normlessness scale scores with the scores on other scales.

- A high normlessness scale score was correlated with a high societal estrangement scale score, i.e., youth who tended to believe that deviant acts were required to achieve given goals also tended to feel alienated from the larger society.

- Youth who reported feeling a low degree of normlessness also reported feeling that they had a relatively high degree of access to desirable educational and occupational roles. In terms of the theory, this can be interpreted to mean that youth who feel that they have legitimate access to desirable roles in education and employment will tend to believe that they need not resort to deviant actions to achieve their goals.

- Youth who had high normlessness scale scores also tended to register high negative labelling (parents and teachers) scale scores. This suggests that youth who perceived that parents and teachers had negative images of them also tended to feel that they had to behave deviantly to achieve their goals-- a kind of self-fulfilling prophecy.

- Positive correlations were also evident between high normlessness scale scores and high scale scores for self-reported delinquency, normative pressure, parental rejection, and powerlessness.

- Negative correlations between a high normlessness scale score and a high self-esteem scale score were evident at all sites, i.e., youth who reported feeling a high degree of self-esteem tended to report feeling a low degree of normlessness.

3. Youth Evaluations of Community Services

Youth were asked to respond to a series of questions about different agencies/services in their own community. If they indicated that they had knowledge of an agency/service, they were asked to answer seven specific questions. The responses to the following four questions are listed for each site in Tables III through VI.

- Is it difficult to get there?
- Do they have a good image with the kids you know?
- Do you think the agency would tell anyone about your problems if you went there?
- Is it difficult to get someone to help you there?

The other three questions were:

- Have you had personal contact with the agency/service?
- Do you know what kinds of things they'll do if you go there?
- Are the people there easy to talk to?

Reviewing the evaluations of agency services by youth at the sites for which results have been presented in Tables III through VI, one sees that about 15 to 20 percent of the youth thought that agency workers would tell others about their problems. This was true even of the services that are traditionally thought to be highly confidential (e.g., mental health). Also, transportation did not seem to be a problem for most youth who knew about the services. It may well be, however, that the reason many youth do not know about services is because the services are not located within their immediate neighborhood and are, therefore, not visible to them. Other results, by site, are as follows:

TABLE III

YOUTH EVALUATION OF COMMUNITY SERVICES IN CHARLESTON

RESOURCE	YES	SOMETIMES	NO	DON'T KNOW
	%	%	%	%
Is it difficult to get there?				
Dept. of Youth Services	15.4	28.2	35.9	20.5
Dept. of Social Services	16.2	25.7	39.0	19.0
Family Court	16.0	9.0	53.5	21.5
School Guidance	4.5	13.6	78.7	3.2
City of Charleston Police Dept.	10.8	2.7	70.3	16.2
City of N. Charleston Police Dept.	13.8	24.1	62.1	0.0
County Police Dept.	13.0	15.9	56.5	14.5
S.C. Employment Security Commission	16.3	26.5	49.0	8.2
Trident Work Experience	11.5	15.4	61.5	11.5
Mental Health Center	10.1	11.6	56.5	21.7
Do they have a good image?				
Dept. of Youth Services	38.0	11.4	22.8	27.8
Dept. of Social Services	35.6	24.0	16.3	24.0
Family Court	28.0	23.1	21.0	28.0
School Guidance	60.8	22.9	10.4	5.9
City of Charleston Police Dept.	21.6	29.7	35.1	13.5
City of N. Charleston Police Dept.	36.7	16.7	40.0	6.7
County Police Dept.	25.7	31.5	27.1	15.2
S.C. Employment Security Commission	44.9	19.4	12.2	23.5
Trident Work Experience	37.0	37.0	18.5	7.4
Mental Health Center	53.6	11.6	10.1	24.6
Would they tell others about your problems?				
Dept. of Youth Services	19.8	6.2	43.2	30.9
Dept. of Social Services	21.2	9.6	41.3	27.9
Family Court	21.3	12.8	46.1	19.9
School Guidance	14.7	10.4	57.8	17.1
City of Charleston Police Dept.	32.4	8.1	43.2	16.2
City of N. Charleston Police Dept.	36.7	6.7	36.7	20.0
County Police Dept.	22.1	17.6	41.2	19.1
S.C. Employment Security Commission	11.2	13.3	43.9	31.6
Trident Work Experience	3.7	3.7	77.8	14.8
Mental Health Center	14.9	9.0	49.3	26.9
Is it difficult to get help there?				
Dept. of Youth Services	13.6	11.1	40.7	34.6
Dept. of Social Services	14.2	20.8	40.6	24.5
Family Court	13.1	15.9	33.1	37.9
School Guidance	9.1	16.6	66.3	8.0
City of Charleston Police Dept.	21.6	19.9	29.7	29.7
City of N. Charleston Police Dept.	16.7	16.7	40.0	26.7
County Police Dept.	17.1	15.7	37.1	30.0
S.C. Employment Security Commission	12.2	23.5	43.9	20.4
Trident Work Experience	7.4	14.8	66.7	11.1
Mental Health Center	8.7	14.5	52.2	24.6

TABLE IV

YOUTH EVALUATION OF COMMUNITY SERVICES IN JEFFERSON COUNTY

RESOURCE	YES	SOMETIMES	NO	DON'T KNOW
Is it difficult to get there?	%	%	%	%
Department of Social Services	11.8	2.9	61.8	23.5
Aid to Dependent Children	0.0	20.0	20.0	60.0
School Guidance	8.0	20.8	68.0	3.2
Public Health Dept.	0.0	17.9	67.9	14.3
Police Dept.	6.3	14.1	65.6	14.1
Recreation Dept.	7.8	12.2	76.5	3.5
Mental Health Center	8.3	25.0	66.7	0.0
Manpower	14.3	14.3	71.4	0.0
Do they have a good image?				
Department of Social Services	20.6	32.4	11.8	35.3
Aid to Dependent Children	20.0	20.0	0.0	60.0
School Guidance	53.6	33.6	8.0	4.8
Public Health Dept.	46.4	10.7	7.1	35.7
Police Dept.	18.5	28.2	39.5	13.7
Recreation Dept.	50.9	19.3	9.6	20.2
Mental Health Center	33.3	33.3	0.0	33.3
Manpower	57.1	14.3	14.3	14.3
Would they tell others about your problems?				
Department of Social Services	2.9	17.6	52.9	26.5
Aid to Dependent Children	0.0	60.0	40.0	0.0
School Guidance	10.4	19.2	56.0	14.4
Public Health Dept.	21.4	10.7	35.7	32.1
Police Dept.	12.0	18.1	34.6	25.2
Recreation Dept.	8.0	10.6	38.9	42.5
Mental Health Center	9.1	27.3	36.4	27.3
Manpower	28.6	28.6	42.9	0.0
Is it difficult to get help there?				
Department of Social Services	0.0	12.1	33.3	54.5
Aid to Dependent Children	0.0	0.0	20.0	80.0
School Guidance	10.4	38.4	48.0	3.2
Public Health Dept.	3.6	21.4	42.9	32.1
Police Dept.	7.9	13.5	36.5	42.1
Recreation Dept.	3.5	19.3	42.1	35.1
Mental Health Center	0.0	8.3	50.0	41.7
Manpower	0.0	0.0	85.7	14.3

TABLE V

YOUTH EVALUATION OF COMMUNITY SERVICES IN SAVANNAH

RESOURCE	YES	SOMETIMES	NO	DON'T KNOW
Is it difficult to get there?				
Chatham County D.F.C.S. *	8.6	14.3	57.6	19.5
Georgia DOL-YES	10.3	14.2	58.2	17.2
School Guidance	4.9	11.4	76.0	7.8
County Health Dept.	15.7	10.6	62.8	10.9
Juvenile-Domestic Relations Court	13.0	7.7	67.3	12.0
CMHC-Drug Counselling	14.0	7.4	62.0	16.5
CMHC-Walk-in Clinic	11.5	15.0	57.5	15.9
CMHC-Help Line	5.7	6.1	68.9	19.3
School/Work Study Program	9.9	13.5	67.7	8.9
Do they have a good image?				
Chatham County D.F.C.S.*	28.1	21.9	15.2	34.8
Georgia DOL-YES	29.3	30.2	19.8	20.7
School Guidance	41.5	33.3	12.6	12.6
County Health Dept.	38.4	22.9	13.3	25.4
Juvenile-Domestic Relations Court	18.2	16.3	54.1	11.5
CMHC-Drug Counselling	38.0	16.5	25.6	19.8
CMHC-Walk-in Clinic	39.5	18.4	18.4	23.7
CMHC-Help Line	54.2	15.1	9.9	20.8
School/Work Study Program	44.5	26.2	13.1	16.2
Would they tell others about your problems?				
Chatham County D.F.C.S.*	14.8	14.3	55.7	15.2
Georgia DOL-YES	20.2	9.0	48.1	22.7
School Guidance	18.6	16.5	50.4	14.5
County Health Dept.	13.1	13.8	54.8	18.3
Juvenile-Domestic Relations Court	16.3	22.7	29.6	31.5
CMHC-Drug Counselling	21.3	11.5	50.8	16.4
CMHC-Walk-in Clinic	25.7	15.0	51.3	8.0
CMHC-Help Line	16.9	9.9	61.0	12.2
School/Work Study Program	18.3	18.3	48.7	14.7
Is it difficult to get help there?				
Chatham County D.F.C.S. *	11.2	15.0	30.1	43.7
Georgia DOL-YES	19.5	25.2	31.9	23.5
School Guidance	11.2	23.2	53.3	12.2
County Health Dept.	7.6	15.6	51.1	25.7
Juvenile-Domestic Relations Court	17.9	14.5	34.8	32.9
CMHC-Drug Counselling	8.3	13.2	52.9	25.6
CMHC-Walk-in Clinic	15.9	17.7	51.3	15.0
CMHC-Help Line	7.5	9.9	62.0	20.7
School/Work Study Program	12.0	22.4	47.9	17.7

*Department of Family and Children Services

TABLE VI

YOUTH EVALUATION OF COMMUNITY SERVICES IN TACOMA

RESOURCE	YES	SOMETIMES	NO	DON'T KNOW
Is it difficult to get there?	%	%	%	%
School Counselors	6.9	22.7	64.6	5.9
Mental Health Center	11.0	19.5	56.2	25.0
YSB (Central)	13.9	18.3	49.6	18.3
YSB (South End)	15.3	15.3	54.1	15.3
YSB (East End)	12.5	21.2	52.5	13.7
YSB (Spanaway-Parkland)	11.0	17.1	60.5	11.4
Lakeland Lighthouse	16.7	11.9	58.3	11.9
Spanaway-Parkland Youth Service Ctr.	6.0	8.6	84.4	.9
Dept. of Social & Health Services	23.1	20.3	49.7	7.0
Do they have a good image?				
School Counselors	43.5	35.6	9.6	11.3
Mental Health Center	31.1	29.1	14.9	25.0
YSB (Central)	41.4	23.3	12.9	22.4
YSB (South End)	32.6	32.6	15.1	19.8
YSB (East End)	35.4	22.0	17.1	25.6
YSB (Spanaway-Parkland)	36.8	36.8	12.7	13.7
Lakeland Lighthouse	33.7	22.9	26.5	16.9
Spanaway-Parkland Youth Service Ctr.	57.3	24.5	12.5	5.7
Dept. of Social & Health Services	32.9	26.6	18.9	21.7
Would they tell others about your problems?				
School Counselors	14.5	16.0	45.4	24.2
Mental Health Center	19.3	12.7	43.3	24.7
YSB (Central)	16.5	18.3	44.3	20.9
YSB (South End)	7.0	12.8	54.7	25.6
YSB (East End)	18.3	15.9	43.9	19.5
YSB (Spanaway-Parkland)	19.0	15.7	39.0	25.2
Lakeland Lighthouse	24.4	9.8	40.2	24.4
Spanaway-Parkland Youth Service Ctr	29.6	17.2	36.9	16.4
Dept. of Social & Health Services	17.7	19.9	41.1	21.3
Is it difficult to get help there?				
School Counselors	12.7	28.3	44.9	14.1
Mental Health Center	7.3	14.4	46.0	32.7
YSB (Central)	12.2	[illegible]	47.8	27.8
YSB (South End)	14.0	[illegible].4	36.0	32.6
YSB (East End)	9.9	18.5	43.2	28.4
YSB (Spanaway-Parkland)	14.3	22.4	45.2	17.1
Lakeland Lighthouse	13.3	20.5	36.1	28.9
Spanaway-Parkland Youth Service Ctr	9.5	20.0	64.7	5.8
Dept. of Social & Health Services	21.5	19.4	32.6	26.4

a) Charleston

The data indicate that youth in Charleston lack knowledge about most community services. Most youth (79.5%) had some knowledge of the school guidance office; 61.5% had had personal contact. About 30 percent of the youth had some knowledge of the family court, while progressively smaller porportions of the youth knew about the other community agencies.

Included among the community agencies asked about were three local police departments, but even these universal municipal services were not familiar to many of the youth. This is particularly interesting considering that in Charleston the third and eighth most frequently identified youth needs--"having things stolen/ destroyed in your neighborhood" and "police aren't around when you need them"--relate to police functions. Of the three police departments asked about, the most frequently known was the county police and only 14.8 percent of the youth had knowledge of that agency; 12.1 percent of the youth reported having had personal contact with at least one of the police juvenile units.

b) Jefferson County

In comparing the Jeffco results with the results from Charleston, difference between the percentage of youth claiming knowledge of the police department(s) is striking. In Jeffco, 83.9 percent of the youth claimed to have some knowledge of the police departments while 38.5 percent reported having had personal contact. Despite the large difference between the percentage of youth at each site claiming knowledge of the police departments, youth responses to individual questions about these agencies were more similar than different. Approximately 36 percent of the Jeffco youth reported "no" when asked if it would be difficult to get help from the police departments. The responses of the Charleston youth to that question ranged from 27.7 percent to 40 percent, depending upon which police department was asked about. This pattern of similarity between youth perceptions of the police departments in Jeffco and youth perceptions of the police departments in Charleston was continued in answers to other questions (compare Tables III and IV).

c) Savannah

Results from Savannah reflect the general lack of knowledge about community services that was found at other sites. One difference worth noting, however, relates to the knowledge of school guidance services. Only 54 percent of the youth surveyed in Savannah knew about these services, whereas substantially higher proportions of the youth at other sites knew about them.

A special sample of 50 school dropouts in Savannah was asked to complete the YNA since the larger study was conducted in school and would not reflect the concerns of out-of-school youth who are often the ones with the most severe needs and problems. The results of this sub-study are interesting and point to the need to devise workable research methodologies that would allow other communities to assess the needs of this special youth population as well as other youth groups which might be underrepresented when the schools are used to conduct the YNA.

(1) Characteristics of the Savannah School Dropout Participants

As one would expect, given the compulsory school attendance laws in most states, 92 percent of the youth in this group were 16 years of age or older. The largest group (18 youth) had completed the 11th grade or had been in the 11th grade when they dropped out; 14 percent of the participants had not attended high school (grade 9).

The group was evenly distributed with respect to sex--23 males and 25 females (data missing on 2 participants). There were 42 black youth dropouts and only 8 white youth dropouts; Savannah's total population is 45 percent black. The disproportionate number of black youth dropouts in this study indicates a possible serious problem which should be addressed by the planning group.

(2) Needs of Dropouts and School Youth in Savannah

The priority needs identified by these out-of-school youth reflect their concern for their immediate situation; they share some of the concerns of in-school youth. The following list of the ten most frequently identified problems also indicates, by the bracketed number following each statement, the priority that in-school youth gave to each problem.

1. Looked for work but found none available. [4]
2. Recreation centers, etc., not open when you want them to be. [11]
3. Entertainment costs too much. [3]
4. No specific training for jobs. [25]
5. Having things stolen/destroyed in your neighborhood. [6]
6. Not enough different kinds of things to do. [2]
7. Police aren't interested in helping kids. [21]
8. Police are more strict with boys than with girls. [22]
9. Police are dishonest and crooked. [27]
10. Unable to find a summer job. [13]

Three of ten of the out-of-school youth's priority problems were also among the most frequently identified problems of in-school youth — entertainment costs too much; having things stolen/destroyed; and

not enough different kinds of things to do. Six of ten of the priority problems of out-of-school youth were among the top 15 problems identified by in-school youth.

This degree of overlap was unexpected and indicates that perhaps youth who drop out of school are not too different from youth who remain in school as far as perceived problems are concerned. However, just because in-school and out-of-school youth agree on certain problems does not mean that they would also agree on solutions. The decision to withdraw from school and the "fallout" from that decision with respect to changes in a youth's life do separate these groups, and their distinctive perspectives must be included when one addresses a shared concern. As well, some of the unique priorities of out-of-school youth, i.e., lack of work, must be addressed.

d) Tacoma

With the exception of the school counselors and the Spanaway-Parkland Youth Service Center, one is struck with the fact that only a small fraction of the youth in Tacoma had any knowledge of the agencies/services listed. Eighty and three-tenths (80.3) percent of the youth had knowledge of the school counselors, while 79.3 percent had had personal contact with them. Similarly, 80.6 percent had knowledge of the Spanaway-Parkland Youth Service Center (YSC) and 74.4 percent had had personal contact with the YSC school nurses. In contrast, the youth service bureau had the next highest reported percentage of youth who had knowledge of their services--20.4 percent; only 13.8 percent of the youth had had personal contact with that agency. The general lack of knowledge among youth about the community services was also evident in the generally high percentage of youth who answered "don't know" to individual questions about the agencies.

C. CONCLUSIONS

As the community coordinators and their task forces have endeavored to develop plans for youth, the YNA has probably been the most useful piece of research as compared to the other five instruments. Primarily, the site communities have utilized the youth needs section of the data and have focused on finding solutions to the most frequently identified problems.

This narrative only points out the most obvious findings, and it seems clear that within each community a more in-depth and sophisticated analysis would yield other important findings. For instance, the general lack of knowledge about existing resources points to a need for more targeted community education among youth to acquaint them with their community resources and make these resources truly available to them. Also, in order to really target solutions to meet the needs of distinctive youth populations, one should match this data with the Social Area Analysis. Finally, the lack of agreement between community professionals and youth as to what needs are really priorities must be addressed more thoroughly.

COMMUNITY RESOURCES QUESTIONNAIRE

A. PURPOSE AND DESIGN:

This instrument is designed to collect basic descriptive information about the youth services in a given community. Staff at agencies which offer direct services to youth are surveyed through a combined questionnaire and interview format. The questions included in the survey cover six categories:

- Agency services and capacity
- Description of clients
- Eligibility requirements and service restrictions
- Agency staffing patterns
- Agency funding patterns
- Staff perceptions of youth needs

The first five categories of questions are largely concerned with "how much" and "how many." The aim of these questions is to describe the kinds of services that are provided by agencies, the characteristics of clients, and the conditions under which services are provided to youth.

Data derived from the sixth category -- staff perceptions of youth needs -- allow direct comparisons to be made with the Youth Needs Assessment (YNA) survey. The latter instrument asks a cross-section of each community's youth population to respond to a list of problems/needs related to their experiences. For each problem/need statement, youth indicate whether they have personally experienced it as a problem. If so, they indicate how often each has been a problem, and how serious the problem is perceived to be.

On the Community Resources Questionnaire (CRQ) agency personnel are asked to assign priorities to the same list of needs and problems which appears on the youth survey. Comparisons between the responses of youth on the YNA and the responses of agency staff to the CRQ allow one to gauge the extent to which staff and youth perceptions of youth problems coincide or diverge.

B. RESULTS

Data are available from four Y-CCP sites. Consistent with the aim of this instrument -- which is to find out about the youth services available within a single community -- there are only limited comparisons that can be made with the results reported at each site. This report of comparative results is, therefore, limited to key questions which Y-CCP staff feel may be of concern to a broad cross-section of

communities. These are:

- Identification of direct service gaps (see Table VII)
- Restrictions on client service (see Table VIII)
- Restrictions on delivery of services
- Comparisons of the perceptions of youth and those of agency staff with respect to youth problems/needs

TABLE VII

NUMBER AND PERCENT OF AGENCY RESPONDENTS INDICATING UNFULFILLED NEEDS FOR DIRECT SERVICES

Service Gaps	N = 77 Charleston		N = 19 Jeffco		N = 16 Savannah		N = 33 Tacoma	
	N	%	N	%	N	%	N	%
Shelter Care	34	44.2	6	31.6	2	12.5	16	48.5
Job Placement/Training	32	41.6	1	5.3	2	12.5	6	18.2
Voc./Ed. Training	21	27.3	2	10.5	3	18.8	9	27.3
Recreational	31	40.3	5	26.3	4	25.0	7	21.2
Medical	14	18.2	3	15.8	0	0.0	3	9.1
Psychiatric/Counseling	23	29.9	6	31.6	0	0.0	10	30.3
Legal Assistance/Counseling	19	24.7	1	5.3	1	6.3	2	6.1
Drug Counseling	12	15.6	1	5.3	0	0.0	3	9.1
Other	28	36.4	4	21.1	2	12.5	15	45.5

Note: Data from the Charleston community were collected and analyzed more recently than data from the other communities. In addition, a much larger number of agency staff completed the CNQ in Charleston as compared with other sites. In order to make the Charleston results comparable with those from other sites, responses by agency directors and agency service workers, which were tabulated separately by the project's research consultants, have been combined for the purposes of this report.

In three of the four sites, shelter care was the service most often indicated by agency respondents as a service gap. In Jeffco, the unmet need for psychiatric/counseling services was identified equally often. Perhaps the trend toward decriminalization/deinstitutionalization of status offenders has highlighted the lack of shelter care resources in many communities.

Considering the high rates of youth unemployment across the nation, it was surprising that only in Charleston was job placement/training rated as an unmet need by a significant number of agency staff members. It is interesting to note that this need was highlighted in Charleston in light of that city's relatively low general unemployment rate (lower than the national average).

The need for recreational services was identified by a substantial number of agency personnel in three of the project's sites.

It was not surprising that lack of money and staff were the two factors most often identified as restrictions to client services (see Table VIII). With one exception (Tacoma), lack of money was the most often identified limitation. In Tacoma, lack of staff was identified slightly more often as a limitation.

TABLE VIII

LIMITATIONS RESTRICTING CLIENT SERVICES BY SITE

Limitations	N = 77 Charleston		N = 19 Jeffco		N = 16 Savannah		N = 33 Tacoma	
	N	%	N	%	N	%	N	%
Physical Facilities	37	48.1	6	31.6	10	62.5	17	51.5
Staffing Level	45	58.4	8	42.1	12	75.0	23	69.7
Money	50	64.9	11	57.9	13	81.3	22	66.7
Lack of Demand	19	24.7	2	10.5	1	6.3	0	0.0
Eligibility Requirements	12	15.6	1	5.3	1	6.3	0	0.0
Other	19	24.7	4	21.1	1	6.3	12	36.4

1. Seriousness and Frequency of Barriers to Service Provision

Agency personnel were asked to identify how often [often, sometimes, never] they perceived that each of 14 named organizational or community factors restrict service delivery. In addition, respondents were asked to judge the degree of seriousness with which each of these factors restrict service delivery. The results confirm that lack of financial resources is the most frequently perceived barrier to providing services. Limited financial resources was also the factor ranked as "most serious" by the largest number of agency personnel at every site.

It is important to note that agency staff, with few exceptions, did not believe that a lack of cooperation between agencies or jurisdictional disputes were serious or frequent barriers to service delivery. In part, this may explain some of the initial difficulties which community coordinators had in establishing support for the project. If agencies do not see these factors as problems, it is difficult to promote action toward increased coordination/cooperation.

2. Perception of Youth Needs

Some of the most interesting information from this instruments comes from the responses of agency personnel to the list of youth needs/problems to which youth responded on the Youth Needs Assessment. In three of the project sites comparative analysis of youth responses and agency staff responses was possible. In Charleston, the Youth Needs Assessment was completed late, and similar comparative analysis was not possible. This section will present comparative findings, by site, of the ten problems/needs most frequently identified by youth on the YNA in each community, along with some overall findings across the three sites for which analysis was possible.

a) Savannah, Georgia

The following list shows the ranking of the ten problems/needs most frequently identified by youth on the YNA in order of the percentage identifying the problem:

1. Students not having any say in how schools are run (67.2%).
2. Not enough different kinds of things to do (65.3%).
3. Entertainment and other recreational things cost too much (60.4%).
4. Parents not understanding kids' problems (51.6%).
5. Having things stolen or destroyed in your neighborhood (50.3%).
6. Not enough different kinds of classes or courses at school (45.5%).
7. Police aren't around when you need them (45.2%).
8. Not enough classes or courses which are useful or really important (44.1%.
9. Unable to get a job because of your age (43.5%).
10. Recreation, school, or community centers are not open when you want them to be (42.8%).

With one exception, agency personnel judged all of these problems/needs to be more serious than did youth. The one exception was the agency personnel responses to the problem/need "Police aren't around when you need them". Agency responses indicated that staff believed

that problem was less serious than youth perceived it to be. The degree of discrepancy between agency and youth responses varied, however, from problem to problem. The greatest differences between "mean seriousness" scores of youth and agency personnel were found in responses to the following problems/needs:

2. Not enough different kinds of things to do.
4. Parents not understanding kids' problems.
5. Having things stolen or destroyed in your neighborhood.
10. Recreation, school, or community centers are not open when you want them to be.

b) Jefferson County, Colorado

Comparisons of the responses of agency personnel and those of youth at this site are of limited reliability due to the small sample of youth (155) who participated in the Youth Needs Assessment. An upgraded version of the YNA will be completed soon and should lead to more reliable comparative data.

The following ten problems/needs were most often identified by youth who participated in the Youth Needs Assessment:

1. Entertainment and other recreational things cost too much (70.4%).
2. Students not having any say in how schools are run(55.6%).
3. Not enough different kinds of things to do (52.0%).
4. Teachers, counselors, or principals not understanding kids (45.2%).
5. Having things stolen or destroyed in your neighborhood (44.1%).
6. People in your neighborhood not knowing or caring about each other (40.4%).
7. Parents not understanding kids' problems (36.4%).
8. Not enough classes or courses which are really useful or important (35.7%).
9. Unable to get a job because of your age (35.1%).
10. The only jobs available have no future (35.1%).

In Jefferson County, there was little consistency in the pattern of agency personnel responses compared with the responses of youth to frequently identified problems. Agency personnel felt that problems 1 [entertainment and other recreational things cost too much]; 2 [students not having any say in how schools are run]; and 8 [not enough classes or courses which are really useful or important] were less serious than youth perceived them to be. Youth and agency staff rated as equally serious the problem of having things stolen or destroyed (5). Problems related to employment (9 and 10), the level of understanding among parents and teachers for youth problems (4 and 7), access to recreation (3), and the absence of a sense of neighbor-

hood (6) were rated as more serious by agency personnel than they were by youth.

It is interesting to note that although the small number of youth who participated in the Youth Needs Assessment do not allow one to generalize the results to the universe of youth, there is a marked consistency between the problems/needs most often claimed by youth in this sample and the problems/needs claimed by representative samples of youth at the other sites.

c) Tacoma, Washington

The following list shows, in rank order, the ten problems/needs most often claimed by youth:

1. Entertainment and other recreational things cost too much (58.6%).
2. Not enough different kinds of things to do (53.0%).
3. Having things stolen or destroyed in your neighborhood (49.4%).
4. Students not having any say in how schools are run (43.9%).
5. No way to find out about what jobs are open or available (40.3%).
6. Unable to get a job because of your age (39.4%).
7. Looked for work but found there were no jobs available (39.1%).
8. Unable to find a job for the summer (38.8%).
9. The only jobs available have no future (36.8%).
10. Parents not understanding kids' problems (36.8%).

The responses of agency personnel in this community, as in Savannah, indicate that many frequently identified youth problems/needs are perceived as being more serious by agency staff than they are by youth themselves.

Problems in getting employment (numbers 5,6,7,8, and 9) were rated as being either more serious or of equal seriousness by agency staff as compared to the ratings given to these problems by youth. Other problems perceived by agency staff as more serious than youth rated them to be included the cost of entertainment (1), the destruction of property (3), and parents' lack of understanding for kids' problems (10). The only two problems for which agency staff responses indicated that they perceived the problems as less serious than youth did were related to the availability of "things to do" (2) and participation by students in running the schools (4).

d) Charleston, South Carolina

The Youth Needs Assessment was completed late in this community, and therefore, comparisons similar to those made based on data from the other sites are not possible at this time.

e) Intersite Findings

A cursory review of the ten most frequently claimed problems/needs of youth in each site indicates that youth in all communities have many similar priorities. Many of the same problems/needs were identified by relatively large percentages of youth in all communities. The responses of agency staff, in general, were more diverse and cannot be characterized by any particular shared concerns. What the staff in one community perceived as a serious problem was just as likely to be perceived as a far less serious problem by staff of agencies in another community. As well, the results indicate that there is very little "mesh" between the problems that community professionals feel are serious or important and those that youth are concerned about.

These two findings -- lack of consistent responses by the professionals from community to community, and the lack of convergence among the priorities of youth and youth-serving professionals -- have some impact for planning. In the first instance, one is quickly made aware of the importance of each individual community's professional climate. One learns that it is nearly impossible to generalize about how a particular community's professionals might respond to proposals for change. One must assess each community individually and plan with that community's idiosyncracies in mind. Second, the planner must devise strategies for melding the divergent views of youth and professionals. One cannot expect to gain support for programs that respond to the priorities of a community's professionals. On the other hand, the decision-makers of a given community should be aware of the fact that, even if all youth needs that are perceived by the professionals are met, the youth of the community may not be satisfied unless their own, self-perceived needs are addressed as well.

FLOW ANALYSIS

A. PURPOSE AND DESIGN:

This research is intended to accomplish several objectives:

- To provide a picture of how youth are ordinarily "processed" through the existing juvenile justice system;
- To identify client characteristics and other factors that are correlated with differential outcomes, e.g., are younger offenders more often diverted from the juvenile justice system than older ones;
- To establish what decision-making points, institutional structures, policies, and procedures impede or facilitate diversion of youth from the system.

Implicit in these research objectives is the idea that once completed, the Flow Analysis will provide a baseline which can be used to measure the effect of new programs, legislation, policies, and procedures on a community's ability to divert youth from the juvenile justice system. For instance, if the Flow Analysis shows that in 1975 a community diverted 40 percent of its misdemeanants from the juvenile justice system, then by re-examining 1977 court records, one can hope to measure the impact of actual practice of a new agency policy designed to facilitate diversion of misdemeanants.

Data for the Flow Analysis is gathered from regularly maintained current and prior year court records. The items used in the analysis are:

- Number of juvenile contacted by police.
- Characteristics of youth contacted by the police, e.g., age, sex, race, offense, previous offenses, and dispositions.
- Number of youth cases referred for prosecution.
- Number of youth referred to other agencies, e.g., Youth Service Bureau, Department of Social Services.
- Number of youth lectured and released.
- Number of youth on probation.
- Number of youth sent to a treatment facility or correctional institution.
- Number of youth found not guilty.
- Number of youth handled informally by the court.

The resultant analysis provides a graphic presentation of what ordinarily happens to different kinds of youth, e.g., age, sex, race, and offense distinctions, who enter the juvenile system. It also describes the decision points which exist in the system and what consequences each has for further handling of youth cases.

B. FINDINGS:

Data collection for the Flow Analysis requires a long-term, continual effort on the part of the community coordinator and a great deal of cooperation from the community's court system. A community's ability to produce a creditable Flow Analysis is dependent upon the presence of a stable juvenile justice system and the availability of reliable, accessible data. The nature of the juvenile justice system in many communities is such that a change in juvenile court judges, for instance, can significantly alter the way in which the system works and the dispositions that are regularly made for various offenses. Based on the experience of other communities which have attempted this research as well, it has become evident that even if the analysis can be done, it may not produce the kind of useful baseline that was intended. The juvenile justice system, in its present state, is apparently just too changeable to predict its future actions.

Several factors have hampered the efforts of the Y-CCP community coordinators who have tried to develop a Flow Analysis:

- The reluctance of court staff to make available the records of juveniles.
- The level of effort required to collect the data.
- The lack of uniformity and completeness among many juvenile court records.
- The changeable nature of the system.

There are no data findings to be reported at this time. Looking back on the effort, however, it may be well to point out the pitfalls of conducting this research and alternative approaches that one might have used to track juvenile court activities. These issues have been addressed in Chapter V. One positive result of the Y-CCP is that in all sites there is now a greater awareness of the need to develop a system to track the flow of youth in the juvenile justice system.

SYSTEM DESCRIPTION SURVEY

A. PURPOSE AND DESIGN:

This instrument is designed to examine relations between core community organizations which have primary statutory authority for youth or are responsible for assisting youth in making the transition to adulthood. Several key variables that are addressed by the survey include:

- agency interdependence
- interagency trust or confidence
- agency program orientation
- interagency communication
- agency administration orientation.

An interview format is used to administer the survey. A representative of each agency is interviewed concerning his/her perspective on every other agency included in the survey sample. This design allows one to analyze the data from each agency's individual vantage point; it indicates how each agency views the youth system. It also allows one to look at the youth system for all agencies' perspectives simultaneously.

B. RESULTS:

The only site from which System Description data are available is Charleston, South Carolina. Eight agencies were included in that site's survey sample:

- Department of Youth Services
- Department of Social Services
- Family Court
- Charleston County Public Schools
- Charleston County Police
- City of Charleston Police
- North Charleston Police
- Manpower/CETA

Space restrictions do not permit a restatement of the full survey results. It should be noted, however, that the results only become meaningful as a community change tool after they have been interpreted using the analyst's value orientation guide. In the Y-OCP sites, the values embodied by the National Strategy for Youth Development and Delinquency Prevention were the basis for interpretation. Each community has its own youth system and each must be examined individually. Therefore, the unique findings in Charleston have no applicability outside that setting. Given this framework, it is less important to note, for instance, which agencies perceive themselves to be more interdependent with others and which agencies have less of an interdependent orientation. Rather, it is more important to see how particular pairings of interdependent agencies may be facilitating or impeding youth access to desirable social roles.

SOCIAL AREA ANALYSIS

A. PURPOSE AND DESIGN:

The Social Area Analysis makes use of existing U.S. Census data to understand the internal organization and structure of a community. It provides a description of distinctive areas within the community where people share similar personal characteristics, social statuses, and living conditions.

Using these data in conjunction with other research results, one can identify the needs of socially differentiated populations within a community. As well, the resources (or lack of resources) available within each social area to meet these needs can be identified. When used in conjunction with data from the Youth Needs Assessment and Community Resourses Questionnaire, it is possible to organize programs that are responsive to the shared concerns of a social area.

The data elements used to describe social areas within a community were:

- Sex of residents
- Race of residents
- Age distribution of residents
- Marital characteristics
- Family characteristics
- Educational achievement
- Neighborhood stability indices
- Employment characteristics
- Income distribution statistics
- Housing characteristics

B. RESULTS:

With the exception of Jefferson County, all sites have at least three differentiated social areas. In Jefferson County there was an overwhelming degree of homogeneity across the county, although it was possible to identify two somewhat distinctive social areas. This section of the report describes the major similarities and differences that were identified among the social areas at all sites. Also highlighted are unique findings from particular sites.

1. Race of Residents

In both Charleston and Savannah there was one social area in which the population was almost exclusively non-white [Social Area B (Charleston) 79.3%; Social Area A (Savannah) 90.3%]. The other two social areas in each of these cities were almost entirely populated by white residents. In Jefferson County there was an insignificant

percentage of non-white residents throughout all social areas [Social Area A, 1.3%; Social Area B, .7%; Social Area C, .8%]. The ratio of non-white residents to white residents within the three social areas of Tacoma was somewhat more evenly distributed than at the other three sites. The largest social area (A) had the largest percentage of white residents--95.9%. The two smaller areas (B and C) contained 76.7% and 84.9% white residents respectively.

2. Sex of Residents

In both Charleston and Tacoma there was one social area that was dominated by male residents. In Charleston this configuration was explainable by the presence of the Citadel--a predominantly male college--and a number of military installations. In Tacoma there was no clearly evident reason for this phenomenon. Other social areas in Charleston and Tacoma, like all the areas in Jefferson County and Savannah, were characterized by a more normal distribution of residents by sex. With the exception of the two male-dominated social areas in Charleston and Tacoma, social areas contained a slightly higher percentage of females than males. These statistics were consistent with the population distribution by sex that is found throughout the country.

3. Age of Residents

In all sites, the age distribution of residents within social areas was consistent with other characteristics of residents in the areas. In those social areas in Charleston and Tacoma that were dominated by single males, there was a disproportionate percentage of younger residents. Other social areas, where the sex distribution of the population was more normal--indicating the presence of more families --the age distribution of the residents reflects that fact. These areas in all sites tended to have large clusters of children (19 years old or younger) and parenting age residents (20+). Differences between social areas in this respect were minimal--some areas had slightly higher percentages of children 0-9 years old and concomitantly higher percentages of young parenting age residents (20 - 34 years old); other areas had more older children (10-19 years old) and higher percentages of older parenting age residents (35+ years old.

4. Family Structure Indicators

At the three sites where there was a significant percentage of non-white residents--Charleston, Savannah, and Tacoma--there were some distinctions in family characteristics that were consistently associated with social areas in which the non-white population was clustered. Table IX illustrates those differences.

TABLE IX

COMPARATIVE FAMILY STRUCTURE DATA BY SITE

Family Structure Indicators	Charleston		Savannah		Tacoma	
	A	B	A	B	A	B
Percent White	78.4	20.7	9.7	80.0	95.9	76.7
Percent Widows	10.9	17.1	20.3	8.4	10.1	20.7
Percent Divorced	2.4	1.5	3.1	1.9	3.2	8.5
Percent Husband-Wife	82.7	68.4	56.0	89.8	88.8	75.9
Percent Families with Female Head	14.4	27.1	39.3	7.9	9.1	20.4
Percent 16-21 Dropout	21.2	25.8	30.8	15.0	12.5	22.4
Medium Number of Years in School	11.9	8.4	8.6	11.7	12.1	10.3
Percent Same House Five Years	43.1	67.6	46.8	46.3	47.0	43.9
Percent Males in Labor Force	78.9	64.8	65.1	83.7	78.1	64.2
Percent Unemployed (Male)	2.9	5.1	10.7	3.0	8.7	14.9
Median Annual Income	9100	4700	3400	6400	10200	6600
Percent Families Below Poverty Line	14.1	27.4	49.0	8.0	7.6	21.5

NOTE: On the whole, areas in which there was a greater percentage of non-white residents also had:

- a high percentage of female-headed households
- higher percentages of divorced people
- higher school dropout rates
- lower levels of educational achievement
- higher male unemployment rates
- lower family median annual incomes
- higher percentages of families with incomes below the poverty level

5. Housing and Neighborhood Indicators

The housing and neighborhood indicators in the site communities reflect certain things that are true throughout the country. The mobile nature of our society is indicated by the responses displayed below:

Percent of Residents in the Same County for Five Years

Charleston:	Jefferson County:
Area A - 43.1%	Area A - 39.8%
Area B - 67.6%	Area B - 47.2%
Area C - 36.9%	
Savannah:	**Tacoma:**
Area A - 46.8%	Area A - 47.0%
Area B - 52.8%	Area B - 43.9%
Area C - 46.3%	Area C - 25.1%

In all four sites, only one social area, the predominantly non-white poor area of Charleston (Area B), had a large percentage of the residents remained in the same house for five years. Understandably, the social areas in Charleston (C) and Tacoma (C) that were primarily populated by young, unmarried males had the highest rates of mobility.

The segmented nature of communities--businesses in one location, housing in another--was indicated by the percentage of people who reportedly walked to work. With one exception, only about 10 percent or less of the residents in any social area walked to work. The exception, Area C in Tacoma, reportedly had 36.6 percent of its residents who walked.

In general, more affluent social areas tended to have a higher proportion of owner-occupied, single family dwellings than poorer areas. Residents of Savannah's wealthier social area were twice as likely to own their home as residents of the poorer area. This relationship between affluence and home-ownership was also evident in Jefferson County and Tacoma. Overall, Jefferson County had the highest proportion of home-ownership among residents of all the site communities; 86.1% of Area A residents and 59.4% of Area B residents owned their own homes. In Charleston, the rate of home-ownership was about equal, regardless of the degree of affluence or poverty among area residents. This finding was the exception to the general rule.

C. CONCLUSIONS:

There are few intersite conclusions that one can draw from these data. They point to a certain degree of uniqueness within each site. This uniqueness highlights the need to consider each site individually for planning purposes. A program that works in one place may not be appropriate somewhere else. The characteristics of each community must be taken into account if planning is to be successful.

IMPACT EVALUATION

A. PURPOSE AND DESIGN:

The Impact Evaluation instrument is intended for use in measuring the effects on youth participants of specific programs or treatment modalities. Of special concern are the effects of programs with respect to the concepts embodied by the National Strategy, e.g. negative labeling, access to desireable social roles, alienation, and self-reported delinquency.

The instrument is designed to be administered two times (T1 and T2). Initially, participants complete the questionnaire upon entry into a program (T1). The second administration takes place when a youth completes treatment or enrollment in a program (T2). The questions asked of participants in the Impact Evaluation are identical to those included in the Attitudes, Perceptions, and Feelings section of the Youth Needs Assessment. This replication methodology permits comparisons between the responses of the general youth population and those of youth enrolled in specialized programs. Use of the T1 and T2 procedure allows one to isolate the program impact on youth.

B. RESULTS:

A prerequisite for conducting an Impact Evaluation is the availability of Youth Needs Assessment data, as those data provide the baseline with which the evaluation results are compared. Because Charleston has not had, until very recently, a completed YNA, it has not been possible to conduct an Impact Evaluation at that site. An additional requisite for conducting the instrument is the cooperation of a program which (1) endorses the concepts of the National Strategy and (2) has a sufficiently large flow of youth participants who can respond to the evaluation instrument. A minimum of 30 youth is necessary. The community coordinator in Savannah attempted to conduct an Impact Evaluation of the Oatland Island Education Center, an alternative learning program for Chatham County Youth. However, the intermittent manner in which youth enter and leave that program was not conducive to achieving that objective.

Impact Evaluations have been completed in Tacoma and Jefferson County. The evaluation in Tacoma was done on an Urban League sponsored cross-age tutoring program; ninety (90) tutors participated. In Jefferson County, the evaluations assessed a CETA youth employment program which operated during the summer of 1976 and a crisis intervention program which operates in Arvada and Golden, two Jefferson County municipalities. Due to the unique nature of the programs which have been evaluated, results of each evaluation are presented separately by site.

1. Jefferson County Youth Employment Program

The summer employment program was operated by the CETA office to find employment opportunities for eligible youth. Pretest scores of the sixty-three (63) program participants indicate that those youth differed significantly on several scores from the youth who responded to the Youth Needs Assessment. Table X shows the mean scale scores of the program participants, the mean scale scores of the Youth Needs Assessment respondents, and the number of standard deviations (±) that separate the scores of the two groups.

Generally, the CETA summer employment program participants reported the following as compared with the YNA participants.

- They felt much more strongly than YNA respondents that one must commit deviant acts to achieve goals (normlessness)
- They felt less committed to conformity with societal norms than did YNA respondents (societal estrangement)
- They felt far less able to control their futures than did YNA respondents (powerlessness).
- They felt that they had poor access to desireable educational and occupational roles.
- They felt more negatively labelled by parents and teachers as compared with YNA respondents.
- They reported an extraordinarily high degree of involvement in delinquent behavior as compared with youth who responded to the YNA.
- They felt a slightly higher degree of pressure by peers to commit delinquent acts as compared with YNA respondents (normative pressure).
- They felt more rejected by their parents than did YNA participants.

Overall, these pretest results indicate that the program participants were a "deviant" group as compared with the youth who responded to the YNA. It should be noted, however, that the YNA in Jeffco included only 155 youth, and its results may not be reflective of the attitudes and behavior of the general youth population in that community.

The post-test results indicate that participation in the summer employment program had minimal effects on the mean scale scores re-

TABLE X

COMPARISON OF YOUTH ATTITUDE/PERCEPTION SCALE SCORES OF CETA PROGRAM YOUTH AND YNA RESPONDENTS IN JEFFCO

SCALE	YNA SCALE SCORES	PROGRAM PARTICIPANTS' SCALE SCORES	NUMBER OF STANDARD DEVIATIONS DIFFERENCE
Normlessness	11.46	19.08	+2
Societal Estrangement	36.37	44.12	+1
Powerlessness	26.93	35.12	+2
Access to Educational Roles	12.44	8.69	-2
Access to Occupational Roles	13.66	11.03	-1
Negative Labeling/ Parents	15.71	26.44	+2
Negative Labeling/ Teachers	15.76	27.01	+1.5
Self Reported Delinquency	23.66	64.52	+7
Self Esteem	31.99	20.63	-2.3
Normative Pressure	13.30	15.81	+.7
Parental Rejection	7.68	15.43	+3.4

ported by participants. The numeric differences between pre-test and post-test scores were so small that, for the intent of the study, one can say there was no change recorded in the attitudes, perceptions, and feelings of the participants as a result of their involvement with the summer employment program.

2. Arvada/Golden Crisis Intervention Project

The crisis intervention project operated under the auspices of the Jefferson County Department of Social Services (DSS) using LEAA funds. The project was designed to reduce the number of youth placed in detention. The police departments of Avada and Golden cooperated with DSS by utilizing a crisis intervention team whenever they picked up a youth for a status offense or a misdemeanor. The crisis team member on call would respond in person to assess the situation, involve the youth's family, and whenever possible, develop an alternative to detention. Intervention was available 24 hours each day, seven days a week.

There were 63 youth involved in the program evaluation. Youth between 14 to 16 years of age comprised 76.7% of the sample. There were a few more males than females, and overwhelmingly, the program participants were white. (This is consistent with the general demography of Jeffco which is about 97% white). Results of the pre-test/post-test scale scores indicate that the program had little if any effect on participants' feelings of normlessness, powerlessness, etc.

The small numeric score changes noted were not always in a positive direction. For instance, there were some increases in the scale scores for the following scales:

- normlessness
- powerlessness
- societal estrangement
- negative labeling
- self-reported delinquency
- parental rejection

These increases indicate that following their participation in the program, youth felt more negative labeling by parents and teachers, more parental rejection, etc.

There were correspondingly small increases in some scale scores in a positive direction, i.e., higher scores on access to educational roles. Overall, however, the program's impact was slight with respect to the precepts measured by this instrument.

3. Tacoma Urban League Cross-Age Tutoring Program

The cross-age tutoring program was evaluated during the summer of 1976. Ninety (90) tutors who ranged in ages from 14 to 21 years old participated in the Impact Evaluation; a majority of the tutors were black females in high school (81% were in grades 10 through 12). The program was to provide remedial tutoring to young (elementary school) students who were experiencing academic problems. It was expected that the positive experience provided to the tutors would facilitate achievement of the objectives implied by the National Strategy concepts (i.e. to reduce negative labeling, increase commitment to acting in socially acceptable ways, and the like.

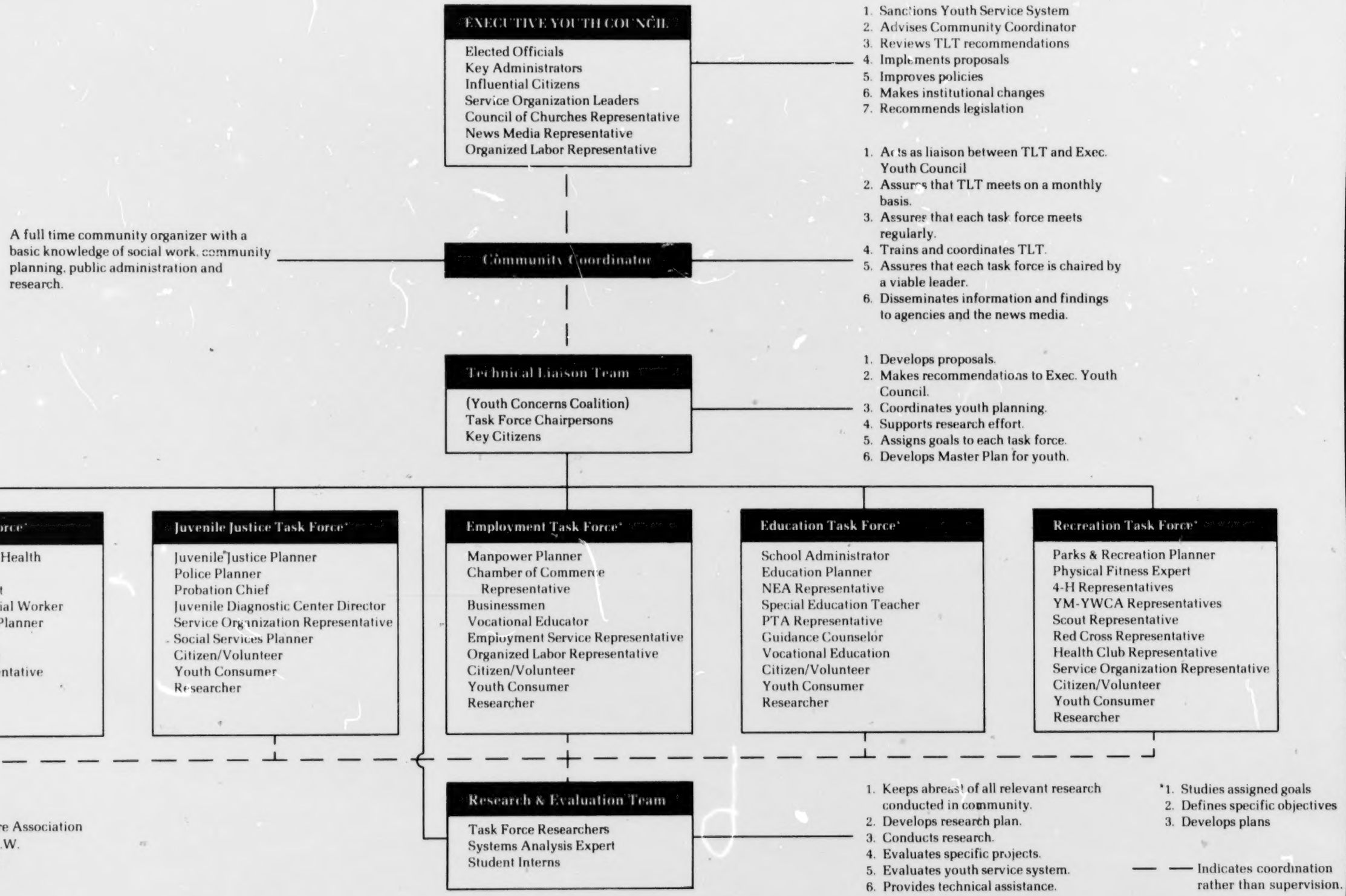
In comparison with participants in the Jeffco youth employment program, pre-test scores of the tutors were very similar to those of Tacoma youth in the general population who participated in the YNA. The mean pre-test scores of participants on the eleven scales did not deviate any more than one-half of a standard deviation (±) from the baseline. Statistically, one standard deviation (±) from the mean score of a scale represents 2/3 of the responses of the sample. This lack of a significant deviation from the baseline scale scores indicates that the attitudes, perceptions, and feelings of the tutors, as recorded by the Impact instrument, were statistically the same as 2/3 of the youth in the baseline sample.

Post-test results of the evaluation did indicate that working as a tutor had some impact on the attitudes and perceptions of the tutors. Not all of the impact was in the direction that one would have hoped, however. The following highlights of the pre-and post-test comparisons note the changes that were recorded in the responses of the tutors:

- The degree of normlessness increased among participants.
- There was a slight increase in the degree to which participants felt their parents labelled them negatively.
- Self-reported delinquency increased slightly.
- Feelings of societal estrangement decreased.
- Participants perceived that they had more access to desireable educational and occupational roles. However, they still did not feel that they had as free access as did the baseline sample group.
- Their perceptions concerning negative labelling by teachers changed markedly. Initially, their scores indicated that they felt more labelling by teachers than did the baseline sample. Post-test scores showed that tutors felt less negatively labelled by teachers than did the baseline sample.
- Feelings of self esteem increased, although the tutors post-test scores were still not quite up to those of the baseline sample.
- Feelings of powerlessness decreased.

By and large, these results indicate that the tutoring experience was a positive one for the evaluation participants (tutors). The tutors were not a particularly problematic group to begin with, as was discussed previously. Nonetheless, the experience did provide them with an opportunity to participate in a meaningful, worthwhile work experience, and they profited from it.

Components of a Model Youth Service System



American Public Welfare Association
1155 Sixteenth Street, N.W.
Washington, D.C. 20036

Appendix C